MADURAI KAMARAJ UNIVERSITY
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DISTANCE EDUCATION

M.A.,

(Public Admin)

First Year

ADMINISTRATIVE THINKERS

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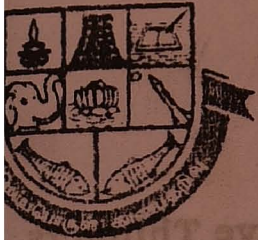
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Directorate of Distance Education

M.A., FIRST YEAR

Branch II (D)
ADMINISTRATIVE THINKERS

MADURAI KAMARAJ UNIVERSITY,
MADURAI – 625 021.

M.A., (First Year) **Administrative Thinkers**

Public Administration **Lesson – 1**

INTRODUCTION

We are happy to welcome you to this Post-Graduate Course of Public Administration. It is no exaggeration to say that Public Administration touches all aspects of human life. So the study of Public Administration is vital. It enables us to know the problems and technicalities of administration. One of the papers for M.A., Public Administration is Administrative Thinkers. The profound thinking of great men from Kautilya to Riggs on administration is prescribed for the study in this Paper.

For the sake of your convenience, we have divided the syllabus into 10 units covering all topics prescribed. Moreover, the contact seminars will help you to understand the subject and clear your doubts.

With Best Wishes,

Department of Public Administration.

M.A., PUBLIC ADMINISTRATION

FIRST YEAR

PAPER III – ADMINISTRATIVE THINKERS

SYLLABUS

Unit I	**Kautilya – Thiruvalluvar**
Unit II	**F.W. Taylor – H. Fayol**
Unit III	**Elton Mayo – M.P. Follett**
Unit IV	**Max Weber – C.I. Barnard**
Unit V	**H.A. Simon – Peter Drucker – F.W. Riggs**

Books Recommended

1. R. Shama Sastry (Tr)	Kautilya's Arthashastra
2. Thiruvalluvar	Thirukkural (Atchi Iyal)
3. Merrill	Classics in Management
4. Chester Barnard	The Functions of Executive
5. Herbert A. Simon	Administrative Behaviour
6. Riggs F.W.,	Administration in Developing Countries
7. Drucker Peter	Management
8. Henry Fayol	General and Industrial Management
9. F.W. Taylor	Scientific Management

SCHEME OF LESSONS

UNIT - 1
INTRODUCTION TO ADMINISTRATIVE THINKERS AND ANCIENT THINKERS (KAUTILYA AND THIRUVALLUVAR)

Objectives

By studying this unit, the students will:

- ❖ Understand the contributions of ancient thinkers like Kautilya and Thiruvalluvar to administrative thought;
- ❖ Distinguish between the ancient administrative system and the modern administrative system; and
- ❖ Analyze the various administrative principles of Kautilya and Thiruvalluvar and say which principle is applicable to our present day administration.

Unit Structure

1.1. Introduction to Administrative Thinkers

Administration began to attract attention as an intellectual discipline only since the later part of 19th century. Various thinkers have contributed substantially to the development of the discipline Administration. The thinkers prescribed for your study in this paper have made significant contributions for the study of Public Administration and for research to develop in the related areas.

Kautilya and Thiruvalluvar are the ancient thinkers who have contributed substantially and significantly for the understanding of the art of administration, as practiced in ancient times. Kautilya's Arthashastra discusses three aspects of the science of Public Administration, viz., the principles of Public Administration, the machinery of Government and the management of personnel. Thiruvalluvar's Thirrukkuram discusses the

importance of Administration, the qualities of the Administrator and selection of the competent persons to public positions.

Henry Fayol is one of the earliest administrative theorists to propound the principles administration, based on long personal experience. He perceived administration from a manager's point of view and confined his analysis mostly to top managerial functions. He defined administration in terms of planning, organizing, command, co-ordination and control. These five components of administration which provide a system through which managers may define their activities. He also outlined as many as fourteen principles of administration which are applicable to private and public administration equally.

F.W. Taylor conducted many experiments in different industrial undertakings and introduced scientism into management. He viewed the primary object of management to be securing maximum prosperity to the employee and employer. To achieve this, he suggested four principles – principles of scientific management viz.,

1. The development of a true science of work,
2. The scientific and development of workers,
3. The bringing together of the science of work and the scientifically selected and trained men and
4. The constant and intimate co-operation to management and worker.

Max Weber, a German historian and sociologist, categorized authority into three types: traditional, charismatic and legal-rational. He identified bureaucracy with the exercise of legal-rational authority and enunciated a few characteristics of bureaucracy, viz, hierarchy, merit based selection, specialization, impersonality etc., He emphasized that any would manifest maximum efficiency and effectiveness. He characterized his model of bureaucracy as an ideal type.

The works of Fayol, Taylor and Weber are classical, structural, mechanistic, formal, engineering, empirical approaches. They are classical in the sense that they are in use for quite sometime. Their writings were described as structural and formal, etc., because they attempted to propound simple principles of general application and possessing characteristics of formality, symmetry and rigidity. Their theories emphasize the importance of the structure and subsume the amenability of humans to work to meet the demands of the administration. The underlying assumption is that the patterns of behaviour and relationships can be deliberately planned for the members of the administration. These theories were criticized for their neglect of human element.The limitations and inadequacy of classical theories led to more serious research by Mayo, Simon, Follet and Barnard. Miss. Mary Parker Follet made a study of the

psychological aspects of management and administration. She deals with the concept of conflicts and suggest that integration is to be preferred to domination and compromise as the best method to make constructive use of conflicts. She brings in the process called the "law of the situation" wherein orders flow from situation to individual rather than from individual to individual. She applied behavioural principles in the areas of leadership, authority and responsibility. The reaction to the classical theories actually started with Follet. She can be considered as a link between the classical and behavioural theories.

Elton Mayo is considered as the father of human relations approach. The famous Haw-throne experiments conducted under his leadership led o a deeper insight into the phenomena of group behaviour and its significance to management. His studies revealed that the work gets affected hrough the worker's attitudes and feelings. This made him suggest that nanagement should lead, motivate and improve the morale of employees. Further, his studies pointed out the important role played by informal elations and the communication in effective management.

Next in order Chester I Barnard is considered to be the spiritual ather of the 'social system school'. His 'Functions of the Executive' is a significant contribution to administrative theory. He is hailed for his finding hat the individual's contribution depends on the personal satisfaction he lerives as a result of participation and the satisfaction in turn depends on he incentives or inducements. This idea is understood by his concept contribution satisfaction equilibrium". He considers economic or material nducements as only one of the multiplicity of satisfactions, others being ersonal and non-material like opportunities for distinction, prestige, ersonal power, desirable physical conditions of work, and ideal enefactions such as pride of workmanship, sense of adequacy, patriotism, tc.,

Another bahaviouralist who was critical of the classical theorists is lerbert Simon. His concern was to develop a general theory of dministration based on principles governing human behaviour. He onsidered decision–making as the core of administration and based his dministrative thinking on it. He believed that the decision–making process conditioned by both value and factual premises. Though it is not easy to olate value and factual premises, he emphasizes that administration hould be based on facts.

Peter Drucker whose theory becomes a part of this syllabus has lade a significant contribution to the development of management and lministrative thought in the modern times. He laid down that management a practice and prescribed the tasks of management. His ideas of lanagement by objectives is an impetus to the successful practice of

management. He has given a concrete shape to the management profession by laying down the works of a manager.

Finally, Fred Riggs finds a prominent place in the scheme of lessons due to his outstanding analytical models and approaches developed particularly for the study of developing nations. His ecological, structural – functional and ideal models are ranked as the most workable frameworks for the analysis of administrative systems of the afro-Asian and African countries. His fused, prismatic and diffracted models are the ideal types to analyze the conditions existing in the developing societies. Riggs ecological approach touches wider horizons than classical and behavioural theories, and provides an integrated approach of administrative system.

The above account of the development of administrative theory is made with particular reference to the thinkers prescribed in your syllabus. A few thinkers whose contribution to administrative theory by no means is insignificant do not find any mention here not because they are irrelevant but simply because they are not included in the syllabus. As you go through individual lessons you will get more insight and better understanding of the thought of each thinker.

1.2. Kautilya

Kautilya is the author of the famous treatise known as Arthashastra which is the most important work on public administration in ancient India.

R. Shama Sastry translated the Kautilya's Arthashastra in 1909. The authorship and date of the work are still controversial. It is an accepted fact that the Chanakya or Kautilya helped to destroy the Nanda dynasty and to establish the Maurya kingdom. Chandra Gupta Maurya was the first Mauryan king. He ascended the throne in 321 B.C. The Maurya period is considered as date of this work. But there are some controversies. For example, R.G. Bhandarkar refers to the circumstance that Patanjali in his Mahabharata does not mention Kautilya though mentions the Sabha of Chandragupta and to the Mauryas. He concludes that Kautilya must be assigned to a date later than that of the Mahabharata. The authorship of Kautilya itself is regarded as doubtful. The Nitisastra of Kamandaka asserts that the wise Visnugupta who had destroyed the Nandas by his magic lore and given the earth to Chandragupta, extracted the hector of Nitisastra from the ocean of Arthashastra works. Though the work of Magasthene's Indica and Kautilya's Arthashastra are contemporary works, the condition and the administration reflected in these two-works also differed. But it is commonly accepted that Kautilya's Arthashastra's period was during the Mauryan rule. The Kautilya's Arthashastra contains fifteen books. The first five books describe the internal administration of the country and

Books 6 to 13 deal with the relationship between the neighbouring states and the last two are miscellaneous in character.

1.2.1. Science and Art of Public Administration

Arthashastra emphasizes the connection between the art of public administration and the science of public administration. Kautilya contends that an administrator must possess the knowledge of the science of public administration. An administrator can be effective and efficient administrator, if only he is thorough with the science of administration. All the dignitaries in the Government such as the king, the crown-prince, the priest, the Ministers etc., have to be proficient with the science of administration. Kautilya wants a prince to study the sciences and to strictly observe their precepts under the authority of specialist teachers. The high priest should be well versed in the science of Government. A Minister who is not well versed in science is unfit to hear of Council deliberations. Kautilya insists that in erring kind who is bent upon doing what is against science brings about destruction to himself and his kingdom by maladministration.

Kautilya brings out the connection between the art of public administration and the science of public administration in the opposite direction also. Just as the art of public administration depends upon the science of public administration, the science of public administration also depends upon the art of public administration. His contention is that those who are experts in the art of public administration would also possess a sound knowledge of public administration. Knowledge of the art of public administration on the part of the prince or king includes mastery of many more things such as espionage. According to Kautilya, proficiency in the art of public administration is necessarily to be passed by personnel above the rank of Superintendent of Department. He does not say anything about the proficiency in the art of public administration in the case of lower personnel below Superintendents of Departments.

1.2.2. Principles of Public Administration

The Principles of public administration regulate the working of the machinery of public administration. These principles are grouped into two sets:

1. The principles of authority, obedience and discipline of duty and interest, and of responsibility and
2. The principles of division of labour, of co-ordination, of separation, of hierarchy, and of equality.

The first set of principles embodies the essential attribute of state, namely sovereignty, the second set of principles governs the actual methods of work of the administration. Both these sets of principles are found in Kautilya's Arthashastra.Arthashastra gives more expression to the principles of authority, of obedience, and of discipline. This is understood

Check Your Progress
1. What is administration?

their goods and money as his share. Kings who receive this share are able to ensure the well being of their subject". So the divine origin theory of the state is hinted here. Kings are the representatives of God. And disrespect to the king is said to bring on divine punishment. Kings occupy the position to Indra and Yama on earth; their favours and displeasures are manifest to all. The duty of the king is said to be the protection of the subject. When he carries out this duty of protecting the subjects, it is said, he goes to heaven. In the happiness of the subject lies the happiness of the king, and in what is beneficial to the subject his own benefit etc. The word 'Yogakshema' is used to explain the duty of the king. There are many interpretations of 'Yogakshema'.

The state is supposed to carry out the activities which are beneficial to the subjects. And also the king is to allow the interests of the subjects to prevail over those of the state. Individual freedom, free enterprise and the absence of autocratic rule of the king etc., are described as part of Yogakshema in Kautilya's Arthashastra.

Kautilya mentions certain elements essential to make a state. This is embodied in the well known doctrine of prakritis – that is Saptanga theory of state. They are Svamin, the ruler, amatya, the Minister, janapada, the territory with people settled on it, durga, the fortified capital, kosa, the treasury, the army and mitra, the ally. There is first the ruler, then the Ministers who assist him in his rule. The populated territory over which he rules, the fortified capital from which he rules and the treasury, army and ally that ensure the stability and security of his rule.

In the Arthashastra, the king is almost identified with the state. All the activities of the state revolves around the king. Right from the beginning, the qualifications, characters and activities of the king are narrated in many places of Arthashastra.

The first qualification for the king is that he must be a native of the territory, who follows the teachings of Sastra, who is free from disease and is strong and of noble birth. In addition, other qualities are as follows; qualities that inspire confidence in others and make the ruler easily approachable, such as nobility of birth, piety, truthfulness and so on; qualities of the intellect such as ability to understand to think and so on. Qualities like bravery, quickness of decision, strength of mind and so on. Besides personal qualities like eloquence, boldness, a good memory etc. Kautilya himself accepted that a ruler born with all these qualities must indeed be rare: So, training of the ruler is, therefore, regarded as quite essential. He wants the king to conserve time and train vigorously.

The day time and night are each to be divided into eight parts, each part being devoted to certain duties by the King.

> **Check Your Progress**
> 3. Who is vital in administration according to Kautilya?
> 4. In Kautilya's opinion administrative efficiency depends on what?

Day

First Part	:	Inspection of defence and accounts
Second Part	:	Duties regarding his subjects
Third Part	:	Taking bath, breakfast and learning
Fourth Part	:	To receive income in gold; appointment of officials
Fifth Part	:	To issue orders after consultation with Ministers, to consult with spies
Sixth Part	:	Meditation; recreation
Seventh Part	:	Inspection of infantry, cavalry, etc.,
Eighth Part	:	Discussion with the Senapathi

Night

First Part	:	To meet the spies
Second Part	:	Bath, Meal, Studies
Third, Fourth and Fifth Parts	:	Sleep
Sixth Part	:	To meditate upon political principles and discussion with the kings.
Seventh Part	:	To consult ministers, to assign duties to the spies.
Eighth Part	:	To take blessings of the elders, to consult physician, head cook and astrologer before going to the court.

The duties of the king are summarized and which are discharged by the king as the head of the state and not, in his personal capacity. Out of the 226 slokas in chapter 7 of Athashastra. Only nine Slokas deal with personal capacity of the king. The duties of the king are:

1. To protect his divine origin,
2. The creation of Danda for his use,
3. To maintain the Varnas and Asramas,
4. To control the senses and avoid vices,
5. The appointment of Ministers and others,
6. Choice of territory, fort, palace, queen, purohita, etc.,
7. Warfare,
8. Obtaining new gains,
9. The use of upayas,
10. Treatment of the subjects,
11. Looking after administrative matters,
12. Management of taxes,
13. Secret counsel,
14. Management foreign affairs,
15. Undertaking expeditions of conquest,

16. Winning over of a conquered territory and
17. The daily routine of the king.

So it is the king who sets tone for the whole administration.

To Kutilya, the king and ministry are like the two wheels of the chariot. The state cannot run on a single wheel. The ministry is providing assistance to the king to run the administration. The king gets assistance from the purohita in religious affairs. And the king determines the necessity of purohita's presence. So the purohita is not a part of administration. He is excluded from the administration. The purohita may wield great influence over the king as teacher over his pupil or a father over his son or a master over his servant. The Ministry, as it stands today are responsible for the policy making as well as for execution. Ministers are the heads of the Department. Arthashstra talks about two kinds of Ministers – one is amatya and the other is mantrin. There is some controversy over the position of hierarchy as to whether amatya or mantrin is at the top. Persons who come out successful of all the four secret tests are to be appointed as mantrins and the remaining persons who have passed only smaller number of tests are to be appointed as amatyas. The four secret tests are to find out whether one is free form the vices of money, sex, nepotism, and power. Good birth, loyalty, scholarship and integrity are among the qualities prescribed for a Minister. It is to be noted here that the tests are administered both for the Ministers as well as for officials. The most important function of the Council of Ministers (Mantrin) is to give advice to the ruler, Arthashastra favours a small Council of Ministers, three or four Ministers form a consultative body. A

Mantra is said to be pancanga i.e., it discusses as undertaking in its fivefold for aspects. Mantra, in short, in nothing but the decision taken by the Council of Ministers.

The fivefold aspects are as follows :

1. Ways and means of starting an undertaking
2. Resources in men and material necessary for it
3. Place and time of its execution
4. Forestalling obstacles and
5. Its successful accomplishment.

The King is supreme in the matter of arriving at decisions. He may consult one or two mantrins individually and collectively or himself arrive at the decision. That is the pivotal position given to the king. The Prime Minister and the high priest are the most important ministers. With one or two additions they might form an inner cabinet. It is they who assist the king to examine the character of Ministers appointed in Government Departments of ordinary nature. The Prime Minister and the high priest are supposed to be persons of high caliber but also of integrity. The high

priest is expected to be thorough with the Vedas and well versed in the science of Government.

The sacrificial priest, the teacher, the Prime Minister, the High Priest, the Commander of the Army, Chamberlain or Treasurer – general and the Collector – general are the important Ministers mentioned in the Arthashastra. The office of Superintendent lower than the Ministerial Officer but plays an important role in the administration. The Superintendents are infect Chiefs of Sections dealing with various economic and other activities of the Government. Those Superintendents are subject to different kinds of control. In matters of supply and collection of commodities they are controlled by treasurer – general. As regards the services of the personnel and collection of revenue, they are under the control of the Collector – general. Above all they are ultimately controlled by the king.

The Departments are arranged according to services required by people and discharged by Government. Separate sections are established according to the need. The functions of the Government are arranged horizontally. The finance Department consists of three Officers: the Collector – general of ministerial level in charge of revenue collection; the treasurer – general of Departments are interdependent. Both the audit and accounts are looked after by the Superintendent of accounts. This shows that there is no separation of accounts and audit. The king's control over them is supreme.

The Department of revenue is under the charge of the Collector general and the City Superintendent. The Collector General has control over the Commissioner, the District Officer and the Circle Officer, incharge of a Division, a District and a circle of Villages respectively. The City Superintendent has control over the District Officer incharge of a Ward and a Circle Officer incharge of a group of families.

The Home Department is an important Department. The Prime Minister, Doorkeeper, the Superintendent of harem, the Superintendents of country parts and that of boundaries, the Superintendents of passports are all included in this Department. The doorkeeper and the Superintendent of harem attend to the personal security, safety and happiness of the king. The Superintendents of country parts and of boundaries look after defence. The Superintendents of passports look after and of boundaries look after matters related to people leaving or entering the country, The Home Department is a special care of the king.

Another basic Department specially mentioned by Kautilya is the defence Department. The head of the defence Department is Senapati. Like the home Department the defence and foreign affairs are also a special care of the King. He takes special interest and shows much concern in the maintenance of the matters concerning home, defence and foreign affairs.

As regards defence Department, there are two branches under the Senapti. One branch to look after the actual defence forces controlling strategy and tactics on the field. The other is incharge of supplies. The first branch consists of the commander, the chief constable in charge of infantry, the chiefs of elephants, caveury and chariots, charioteers, physicians of the army and trainers of horses. The second branch consists of the Superintendents of infantry, cavalry, chariots and elephants, and guards of elephant forces.Apart from the above mentioned chief Departments there are so many other Departments mentioned in Arthashastra. Though these Departments were under the control of different ministerial Officers, the King had overall control over each of the Departments. A look at the internal structure of a Department shows how it was subdivided inside. Each Department is subdivided into sections. There are Officers, clerks and servants. The Officers co-ordinate the work of clerks. Clerks either do some work like drafting and nothing. Servants perform merely physical work.

Kautilya stresses the importance of statistics in administration. This is evident from the fact that the District Officers and circles are asked to collect a variety of statistics regarding lands and other property, family and persons. He pays much attention to business methods in Public Administration. He advocates frequent meetings between the King and the members of the people in order to check the evils of bureaucracy. Further, he advocates punishments and checks for containing corruption.

Kautilya is of the opinion that administrative efficiency depends upon the qualities possessed by the personnel. Therefore, he advocates the use of tests for the assessment of qualities at the time of appointment of Officers. He is more concerned with the qualities of the higher level Officers. According to him, the higher level Officers including the king, the ministers, the Prime Minister, the high priest, the Superintendents and the spies should possess intellectual, moral and physical qualities. These qualities are to be assessed by means of proper tests. Those Government servants who increase revenue and serve the Government loyally should be made permanent. The salary and wages should be made permanent. The salary and wages should be increased in accordance with their learning and work. He considers transfer as a precaution and a remedy against misappropriation of Government money. Government servants are not allowed to take leave. If a Government servant absents himself from work, his dependents, who stand as sureties are asked to bear the loss to the Government caused by absence. A Government servant who is corrupt or harassing the people is to be punished. Kautilya has not laid down any rule regarding retirement or pension. Kautilya contents that it is the king who should determine such emoluments that would induce the Government servants to work.

The members of the administration are not provided with the rights against the executive. As such the executive can treat them in any way it likes and even remove them, if it thinks fit to do so. On the whole the executive is given a predominant position in the Kautilya's science of administration.

The Administration described in the Arthashastra is an interesting one. There is a systematic and elaborate administrative machinery devised to look after the different kinds of state activities. The administrative machinery described various Officers involved in the administration. Of course, there are some ambiguities in the term and the name of Officers. The functions discharged by these Officers is in no way inferior either qualitatively or quantitatively to the modern administration.

The king is the vital part in the administration. The king is assisted by a number of administrators. There are four dignitaries in the first order of administration. They are, the Mantrin, the Purohita, the Senapathi and the Yuvaraja. The Senapathi is the commander in-chief of all armed forces. The Yuvaraja is normally the eldest son of the king.

The four dignitaries receive the same salary but the order Mantrin, Purohita, Senapathi and Yuvaraja is maintained. The Yuvaraja has no specific duties but he may be used to put down a rebellious Officer or he may be sent on an expedition of conquest. These four Officers are helped to frame the policy decisions of the Government and also see that these decisions are duly executed.

The Dauvarika and Antarvamsika are the second order of the High Officers. Dauvarika, is the chief of palace attendants and Antarvamsika is the chief of the king's guard. These two officials are confined to the duties of palace administration rather than state administration. These two look after the kings daily routine duties when the king happens to be seriously ill. These two are always accessible to the king and are described as "Inner ministers". The king must be cautious to these two Officers as the harm from them is more than any other Officers. The palace intrigues may be hatched by these two and the other four mentioned earlier. So the king is always in the midst of dangerous elements. The Revenue administration and the judicial and police administration were integrated with one another. Samahartr and the most important Officers. The preparation of the annual budget and the keeping of accounts are the important functions of the samahartr. The amount to be raised in the budget is fixed by the samahartr. The budgetary system is followed and the income pattern classified into seven heads and the expenditure items divided into fifteen heads. The budget is expected always to be a surplus budget. The duty of the samahartr is to show an increase in revenue and a reduction in expenditure and endeavour to redress any excess of expenditure over revenue.

The administrative responsibility to look after the country is laid down on the samahartr. The capital is excluded from his jurisdiction. The samahartr represents the king during his absence from the kingdom on some expedition etc. The country is divided into four divisions for the sake of administration. Each division is in charge of an Officer called Sthanika. The Sthanika is assisted by Gopa who is in charge of groups of Villages. Each Gopa is in charge of five or ten Villages. Samahartr maintains the records of all towns and Villages. The entire statistics of town and Villages are with the Samahartr. The economic position of the country is recorded by samahartr. It helps him in the preparation of the budger. The samahartr ascertains the information contained in the Gopa's records by using a certain groups of servants who are to work in secret. These servants are to report to the Samahartr on new arrivals in towns and Villages and departures from them, on the activity of unsocial elements, on the movements of traders and the goods carried by them on the loyalty or otherwise of the subjects on the integrity or its absence among Officers and on the activity of robbers and enemy agents. This helps the Samahartr to maintain law and order in the country. Pradestra is another set of servants who help the Samahartr in discharging the public functions. Their main function is the suppression of crime. So Samahartr has a number of servants who function under his control. So he may be considered as a sort of governor or administrator general in the country side. Rastrapala is another Officer mentioned who shares the responsibility of the Samahartr. The Village administration is looked after by Gopa with the help of Gramabhttakas and Gramika (Village elder's Council). They enjoy some executive power; even the power of banishing people. A wife who is ill treated by her husband is allowed to seek shelter in the house of a gramika, which means that this office enjoys some status in the Village.

The Samnidhatr is equal to Samahartr. He is incharge of the stores. For storing the different commodities, there are so many houses were built. Gems, grains, sugar, salt, oils and other edibles, timbers and other forest products, armory, etc., "were preserved. The prison – house is also maintained by the Samnidhartr. Everything that the kingdom needs are preserved by him. To preserve all the commodities, technical expertise is also used by the Samnidhartr just as to-day we are having quality and technical control in the store-houses. Samnidhartr is well versed with the amount of storing and disbursing the different commodities from time to time. In times of emergency, a secret treasure house may also be built by men condemned to death. Thus the secrecy of the store house is kept by him. The Samnidhartr is also capable of doing greater harm to the king by spoiling the stores, so the king is advised by Kautilya to be cautious about this.

There is a record cum-audit office under the control of an Officer called Aksapatala. The activities of all Departments, working of state factories, prices, weights and measure, laws, customs, regulations in the force, salaries gifts, etc., are maintained by him. He is to control and regulate the state Departments and other factories. At the end of the year, accounts are produced and duly audited.

The frontier of the country is protected by the Officers called Antapalas. They control the entry of men and goods in the country. They issue passes to incoming traders, stamp their goods etc. Kautilya opines that traders are more harmful since they look only for exorbitant profits. The Antapalas ensure the free flow of trade.

There are 30 Adhyakshas 'namely' Superintendents who assist in the different Departments. Under the Adhyaksha, Lekshaka (Clerk) and other subordinates are working.

The appointment of Duta is also mentioned. They are not permanently recruited. Only the Officers of different ranks from time to time were utilized. In addition to the salary, traveling allowances were given to them. The Dutas are different in nature according to the nature of the mission. There are three types of Dutas namely the Dutas with full powers to negotiate with the foreign ruler, the Dutas with a limited mission with powers to negotiate only upto a certain limit and the mere bearer of a message from his state. The powers of the Dutas and allowances are determined according to the rank of offices used. The first king of Duta may hail from the royal family or the higher rank officials the second kind of Data in the second rank officials and the third kind of Duta still in the lower rank of officials. The executive Officer of the Department is Yukta who is assisted by Upayukta, (subordinate Officer) and Tatpurusa (servants).

Kautilya gives much importance to spies or secret service in administration. Two types of secret services are mentioned: Samstha, stationed at the head quarters and the Samcara, roving or moving from place to place. These two services function under the control of the Samahartr. There are five kinds of Samsthas:

1. An assistant who observes and reports to the king,
2. An apostate monk – disguised as monk,
3. Spy farmer,
4. Spy merchant and
5. Bogus ascetive spy.

There are four types of Samcaras:

1. Sattrin, specially trained spy,
2. Tiksna – liquidating enemies of the state,
3. Rasadapoison giver and

4. Bhiksuki, a Brahmin nun who does the work of spying in the house of high officials where she finds easy access because of the honour shown to her in the palace.

For serving in the state administration, Kautilya has prescribed some qualifications to the Government servants. The qualities of spirit, intelligence and power of expression are required for the Government servants. Persons with proven integrity and loyalty to the ruler are regarded as most important qualifications.

There are some tests administered to find out the qualities of the administrators. These tests are called 'upadhas'. There are mainly four tests devised To find out whether a man is pious or not is tested by Dharmapadha the first test. The second test Arthapadha examines whether he is likely to be corrupt or not. Bhayopadha is a test administered to find out if a person is cowardly or brave and Kama Padha is to see if he is a voluptuary or not. There is a version that the King, Queen, Senapathi, Purohita and other High Officials are also involved directly or indirectly in assessing the qualities of administrators. On the basis of the test results Officers are appointed in the respective positions. Fore example, those who pass the dharma test should be appointed as Dharmasthas or Judges and Pradestrs or Magistrates – cum – police Officers. Those who pass the Artha test as Samahartr or Samnidhartr. Those who pass the bhaya test as Officers serving in close proximity to the king and give company in his entertainments. So the appointment is based on the virtue or qualities possessed rather than the technical skill or learning of Shastra. King's interest alone is supreme.

Kautilya is assessing the qualities of persons for appointment shows that he is very keen to avoid certain persons for the state administration. He has mentioned three types of persons who may be avoided to a high office. These are, one who is known to have squandered his patrimony, one who spends everything as soon as he has earned it and the miser who amasses wealth by causing hardship to himself and his dependents. Kautilya fears that after the appointment, the officials may misappropriate the state founds. So the king must be very careful to tackle this problem.

Kautilya has enumerated not less than forty ways an officials can misuse the state funds. Secret agents are used for detecting the corruption among state servants.

The help of informers and the co-operation of subjects is encouraged to detect the corrupt officials. Severe punishments were given to the corrupt officials. Intimidation, death sentence, etc., are also prescribed. The corrupt official may be disgraced by smearing him with cowdung and ashes and proclaiming his offence through out the town or Village by shaving his head and driving him out with brickbats.

.2.4. Conclusion

An analysis of the ideas of Kautilya as described in Arthashastra eveals that he has discussed the principles of public administration, the achinery of Government and the management of personnel on the basis f the conditions that existed in ancient India. Much more that what autilya has described has become the needs and practice of public dministration in the modern times. His discussion fails to bring out a efinite theory of administration which can meet the administrative needs f a modern state. Nevertheless, one who reads Kautilya's Arthashastra ill be able to have a glimpse of the administration that prevailed in the ncient past and will be able to learn how a ruler can stabilize his power ith the help of a loyal, sincere and efficient administration.

.3. Thiruvalluvar

Thiruvalluvar is the author of the great Tamil text popularly known s Thirukkural. Porutpal is that division of Thirukkural which deals with tate and administration. Thiruvalluvar starts from the premises that order the basis for the development of human civilization and whether order reflected in thought, word and deed of human beings, then it is bound be peace and progress. Let us see here how he is concerned with the ing whose responsibility is to give the country, the ministry which is charge of the state administration and with the other chief aspects of dministration.

.3.1. King

King being responsible for the governance of the country is expected possess certain qualifications. First and foremost he should be a man of nowledge. He should acquire the necessary knowledge by reading books nd listening to scholars. He should possess qualities such as auntlessness, wisdom, liberality, diligence, vigilance and honesty. hiruvalluvar says much emphasis upon the king's self – discipline.

Speaking about the duties of the king, Thiruvalluvar prescribes the llowing as the chief duties to be performed by the king. The king's nportant duty is to be provide protection to the people. By punishing the iminal he can protect himself and his people.

The king should know the resources that are available in the country, xploit them fully and put them to the maximum usage and distribute the enefits equitably to the people. Thiruvalluvar says that the king must ule the country in such a way that it will be free from excessive starvation, remediable epidemics and destructive foes.

People constitute one of the important elements of the state. The timate power resets with the people. The king cannot afford to act against e wishes of the people. It is therefore that the king is expected to maintain cordial relation with the people.

Check Your Progress

5. Which division of Thirukkural deals with state administration?

1.3.2. Ministry

Ministry is one of the important components of the state. The Council of Ministers assists the king in the discharge of his duties. The Minister analyses the situation, studies the availability of the resources, means and methods of work to be executed and the difficulties that would arise when an activity being undertaken. On the basis of his analysis he gives the necessary advice to the king for taking a decision.

The Ministers not only tender advice to the king in decision – making but also see that the decisions of the king are implemented without delay. The works undertaken by the Government must be carried out and should not be left incomplete. If the works are not completed, the people might agitate and revolt against the Government.

A competent Minister is an asset to the state and an incompetent Minister will ruin the king. The success of the king depends upon the competency of the ministry. Taking into account the significant role played by the Ministers in the art of administration, Thiruvalluvar prescribes certain qualifications for them. Undaunted resoluteness, learning, perseverance, capacity to disunite allies, and capacity to maintain the good – will of friends are some of the important qualities to be possessed by the ministers. The successful discharge of duties of a Minister lies in the elequence of his speech, logical and meaningful presentation of facts. Therefore, he must have the capacity to influence and convince others by his sugar coated words presented in a polished manner.

1.3.3. Aspects of Administration

One of the important aspects of administration that Thiruvalluvar was very much concerned with was selection of competent persons to the public service. He has laid down broad guidelines for recruitment. He says in Thirukkural 519 "Let (a king) choose no one without previous consideration, after he has made his choice, let him unhesitatingly select for each such duties as are appropriate". This Kural stresses the point that right person must be selected for the right job. While speaking about the qualities to be looked for in the candidates for civil service, he lays emphasis upon four qualities, viz., love, knowledge, clarity of mind and freedom from covetousness.

This may be understood from Kural 513 which reads thus, "Let the choice (of a king) fall upon him who largely possesses these four things: love, knowledge, a clear mind and freedom from covetousness". He is of the opinion that only a person who possess these qualities will work efficiently and honestly. As regards the selection process, Thiruvalluvar insists that both the good qualities as well as the bad qualities should be assessed and the persons who possess good qualities should be preferred. This is understood from the Kural 504 which says, "Let (a king) consider

Check Your Progress

6. Who, according to Thirukkural, is responsible for the Government of the country?

(a man's) good qualities as well his faults, and the judge (of his character) by which prevails.

The assessment of the qualities must be followed by the selection of the right candidates Kural 518 states thus, "having considered what work a man is fit for, let (the king) employ him in that work". In addition to the qualities to be assessed, the environment for performing a task is also to be taken into account for selecting and employing a particular candidate. This is laid down in Kural 516 which says, "let (a king) act after having considered the agent (whom he is to employ), the deed (the desires to do". He is very particular that on no account partiality should be shown to anyone at the time of selection, Kural 517 says, "To choose ignorant man through partiality is the height of folly". He feels that external influence in selection always leads to the selection of wrong man and that paves the way for corruption in public services. These testify to the fact that Thiruvalluvar stands for an efficient and corruption free administration.

It is not enough if men of caliber and integrity are brought into the public services through scientific assessment of their qualities, they must be kept under constant check. Kural 520 says, "Let a king daily examine the conduct of his servants; if they do not act crookedly, the world will not act crookedly".

Thiruvalluvar suggests that appropriate techniques must be adopted for appropriate work so that work will be completed on time and no efforts will be wasted. Kural 468 points out that, "the work which is not done by suitable methods will fail though many stand to uphold it". Therefore, standard techniques of work ought to be devised and followed by the administrative officials and workers. Thiruvalluvar says that the administrators are supposed to take care of five elements, namely, money, means, time, execution and place before carrying out any programme of action. This is inevitable for successful administration.

He gives such importance to the role of experts and their expertise. He suggests that the administration may consult the professionals in the field of administration and make the best use of their specialized knowledge and experience. For successful administration every administrator should contribute his best and for which he needs to be thorough with the techniques of administration. In other words, administration is a specialized area or a profession which all and sundry cannot handle. Unless the administrator has the knowledge and experience of the work he is to carry out, he cannot perform successfully. That is why Thiruvalluvar says in Kural 677 thus, 'the method of performance for one who has begun an act is to ascertain the mind of him who knows the secret there of".

Thiruvalluvar is of the opinion that the decision – making is the core of administration and prescribes a norm for it. Kural 676 says, "An

act is to be performed after considering the exertion required, the obstacles to be encountered and the great profit to be gained (on its completion)". It means that while arriving at a decision, an administrator must consider three things, namely (i) Selecting the best course of alternative from among he available alternatives; (ii) Foreseeing the difficulties at the time of implementing the decision; and (iii) The effects of the implementation, i.e., the benefits of the decision being implemented. He is of the firm idea that once a decision is made after thorough analysis of the three factors mentioned above, no time should be wasted in implementing it. Neither there should be any rethinking or going back on the decision after the process of implementation has begun. This is clearly pointed out in Kural 467, which says, "consider, and then undertake a matter; after having undertaken it, to say 'we will consider' is folly".

Thiruvalluvar lays much emphasis on hard work. He believes that success of administration to a great extent depends on the hard work of the workers who are entrusted with various responsibilities. He does not have any belief in fate. Kural 619 and 620 clearly reveal this. Kural 619 says, "Although it be said that through fate it cannot be attained, yet labour with bodily exertion; will yield its reward". This points out two things. First, no administrator can put the blame on fate for the commission or ommission on his part. Secondly, it is to be understood that the workers are to be made accountable for any lapse on his part. Kural 620 says, "They who labour on, without fear and without fainting will see even fate (put) behind their work". This Kural amply illustrates Thiruvalluvar's non-belief in fate. He wants the administrative officials and workers or the civil servants to work sincerely with a sense of commitment and in all seriousness of purpose so that they can even conquer fate and make the wheel of administration run fast without any breakdown and accomplish what it should accomplish.

1.3.4. Conclusion

All that have been explained above prove that Thiruvalluvar has carved out a place for himself in the field of administrative theory by prescribing certain guidelines for successful administration. His framework for scientific selection of right man for right job and the standards of work and the qualities of administrative workers towards successful administration and his decision – making model are considered as significant contributions to the study of public administration.

1.4. Sum Up

Since the later part of 19th Century various thinkers have contributed substantially to the development of the discipline Administration. The contribution made by Kautilya and Thiruvalluvar helps us to understand the nature of ancient administration.

Kautilya emphasizes the connection between art and science of Public Administration. Outlining the principles of administration, he speaks about matters of practical administration. According to him, the king is the supreme ruler, who is assisted by ministers. He highlights the fact that the administrative efficiency depends upon the qualities of the personnel.

Thiruvalluvar speaks about the preeminence of the king and emphasizes upon the qualifications to be possessed by the king. Thiruvalluvar is very much concerned about the competency of the civil servants who are required to assist the king. Therefore, he lays much emphasis on the qualifications and selection of king's assistants.

1.5. Key Words

1.	State	..	Politically organized
2.	Administration	..	Looking after the affairs
3.	Public Administration	..	Managing the affairs of the public
4.	Government	..	Machinery of the state to make and implement laws
5.	Authority	..	Right to command
6.	Decision Making	..	Choosing the best of the available alternatives.

1.6. Answers For CYP Questions

For	Question Number 1..	Refer Section 1.2.1
	Question Number 2..	Refer Section 1.2.2
	Question Number 3..	Refer Section 1.2.3
	Question Number 4..	Refer Section 1.2.3
	Question Number 5..	Refer Section 1.3.1
	Question Number 6..	Refer Section 1.3.2

1.7. Model Questions

1. Explain the qualities for the Officers as laid down by Kautilya.
2. Bring out the qualities to be possessed by the king as suggested by Kautilya.
3. Write an essay on Kautilya's Arthasasthra.
4. Explain Thiruvalluvar's concept of Ministry.

UNIT - 2
EMERGENCE OF DIFFERENT SCHOOLS OF MANAGEMENT - F.W. TAYLOR

Objectives

By studying this unit, the students will:

- Understand how the different schools of Management emerged;
- Understand the im:ortant scientific principles of F.W. Taylor;
- Learn about the objectives of scientific management; and
- Evaluate the scientific management of Frederick Taylor.

Unit Structure

2.1. Emergence of Different Schools of Management

The Study of management as a separate and distinct field of endeavour is a product of the Nineteenth Century. The ideas on administration or management are found in ancient Greek and Biblical times. The Bible, for example explains organizational problems faced by Mosee in leading his people. In the same way, the Greek City States and the Roman Empire have illustrated the administrative problems and how they were handled. The administrative problems of course have been solved, but no important managerial tools of analysis were developed until the dawn of scientific management. The tools of managerial analysis were developed gradually. In the middle Ages, the family unit was the basic production organization. A skilled craftsman taught his sons trade, and the family was known by its particulars trade and skill. Modern sur names such as carpenter, goldsmith, butcher, farmer and tailor are evidence of this development. Production functions were not distinguished from social functions. After the Industrial Revolution, owners of factories directed production but generally did not distinguish between their ownership and their management duties. Almost all the factories were owner based one. Some of the first factory owners concentrated on improving methods of production and introduced concepts that proved fundamental to modern

manufacturing methods which have nothing to do with managerial functions. In the early nineteenth century, the owners of the firm were not able to manage the firm due emerged as managerial class to manage the different kinds of activities. The distinction between nineteenth century, a group of people concentrated on the managerial problems, especially how to tackle them in a systematic manner. The result of that effort is the scientific management.

The word scientific management is coined by Louis Brandies. The American Society of Mechanical Engineers was established in 1886 as a professional society which conducted meetings, where its members presented technical papers. Henry R. Towne has presented a paper on, "The Engineer as an Economist" and made a plea to the society to recognize management as a separate field of Study. Frederick. W. Taylor is so closely connected with scientific management that he is regarded as the father of Scientific Management. Taylor felt that it was management's job to set up methods and standards of work and to provide and incentive for the worker to increase production and managers were supposed to 'pick up' their Management skill through trial and error etc. His contribution to scientific management is noteworthy. But apart from Taylor, there are others too to have contributed equally to the Scientific Management. Henry L. Gantt, a contemporary and associate of Taylor, joined in the attack in the then existing management practices and emphasized the psychology of workers and the importance of morale in production. Gantt devised a wage payment system, which stimulated foremen and workers to strive for improvement in work practices. He developed a charting system for scheduling production that remains the basis for modern scheduling techniques. Frank Gilbreath made studies in applying principles of motion economy and is considered to be the originator of motion studies. His wife, Lillian Gilbreath, not only helped her husband developing his ideas but also contributed to a new dimension in her writings on the psychology of management. Both Gilbreaths took an analytical approach and stressed the importance of giving attention to minute details of work. This approach was to become an important characteristic of all scientific management who has advocated their application of philosophy to a wider group of activities.

During 1920s and 1930s, scientific management fell into the hands of 'efficiency experts' who concentrated on the mechanical aspects of production. Lyndall, Urwick Ralph C. Davis, James D. Mooney and Allan C. Reiley and many others expounded their views concerning the principle of organization and management. These views were considered authoritative and were widely quoted as basic reading for the education of managers.

The essence of scientific management falls in to four general areas:

Check Your Progress

1. When did Management emerged as a separate field?

1. The discovery, through use of the scientific method, of basic elements, of man's work to replace rules of thumb.
2. The identification of management functions of planning work, instead of allowing workmen to choose their own methods.
3. The selection and training of workers and the development of co-operation instead of encouraging individualistic efforts by employees.
4. The division of work between management and the workers so that each would perform those duties for which he was best fitted, with the resultant increase in efficiency.

The Scientific management is subjected to criticisms. It has concentrated only on production and neglected the elements of the psychological needs of workers and the sociological aspects of co-operation. The Scientific management while concentrating on the details of the shop had neglected improvements at higher level of the organization. The Scientific management's effect on unemployment rapidly becomes a national and social issue. Dedicated disciplines of the movement took an aggressive mechanical view of production and immediately created opposition by organized labour. Public opposition was demonstrated before Special Congressional Committee hearings in 1912. The result was that the spread of scientific management was not as great as it could have been. In spite of all these, the scientific management has paved the way for new thinking which influenced the European and Socialistic Countries.

There are so many approaches for the study of administrative thinking. The main approaches for the study of administrative thinking are the following:

1. Classical School of administration
2. Human relations school of administration
3. Social system school
4. Decision Theory School
5. Ecological approach

The classical school of administration developed during the time of Industrial revolution. This marks an era of scientific management. (And even the earlier period) It is also called the traditional school of administration. The pioneers in this school are F.W. Taylor, Henry Fayol, Urwick etc., The contention of the school is that management principles are applicable everywhere irrespective of the nature of the organization. The main motto of this school revolves around production. The preliminary ideas on administration have been developed and the basic principles of organization were evolved by this school. Concepts such as the Hierarchy, Scalar chain, Unity of Command, Co-ordination, Line and Staff, Span of Control etc., were developed by this school.

The thinkers, in this school treated administration as a process of getting things done through and with people operating in organized groups. The process was considered as universal in application. The defect of this school lies in the fact that it ignored human feelings, emotions, attitudes etc., in administration. Human beings were treated on par with machines.

Human behaviour or Relations school started during 1930's. Elton Mayo, M.P. Follett is pioneers in this school. This approach lays emphasis on people in management and therefore is called 'people oriented school'. The basic idea of this school is that the study of administration must be centered in interpersonal relations. It lays emphasis on the motivation of the individual. The adherents of this school lean heavily towards psychological and sociological approaches. This school has been developed by industrial sociologists, social psychologists and cultural anthropologists. The importance of informal social groups, good human relations, the need for managerial motivation, proper communication, good leadership, etc., is stressed by this school.

The shortcomings of this school are many. The importance of the study of human behaviour in administration can be hardly being overstated. But to say that the field of human behavior is equivalent of the field of administration would be a mistake. Secondly, it has gone too far in advocating that people must be happy if an organization is to work efficiently. Peter Drucker observes that the theory of human relations freed management from the domination of viciously wrong ideas; but it did not succeed in substituting new concepts. He pointed out that the empirical work had not been conducted for a common conceptual framework, and that it had made it very hard to have any generalizations.

The Social System School is considered as the system of cultural inter-relationships. This school is a sociologically oriented one which identifies the various social groups as well as their cultural relationships and their integration. C.I. Barnard belongs to this school. This school projects co-operation as the problem solving device. It has been observed that people prefer to be consulted rather than dictated by orders of information. Less reliance on the use of formal authority is preferred. For example, a social group feelings, perceptions and identifications as well as culturally patterned responses all of which makes for problems of power and reconciliation of interests. These forces are neither confined to formal leadership, organization relationships and conditions, nor to forces within the particular system. They are conditioned by informal organization too. The leadership and group relationship coming into being as a result of social forces can help or hinder the official or informal purposes. The interaction and co-operation of people thus make up a social reality of organization. So this school regards organizations as extremely complex

entities whose diverse needs must met by a balanced and integrated manner.

The decision - making theory school stresses on a rational approach to decision making. The decision making is the job of the administrator. Decision – making is viewed as the selection of a course of action from several alternatives that may be available. This decision – making is the most critical function of the administration; so the study of administration focuses on decision of the organizations. Almost all human activity is now considered legitimate for a decision – making study. Herbert A. Simon belongs to this school.

This school is largely influenced by economists and mathematicians. This school is also referred to as 'operation research', rationalistic model' decision science etc, because the exponents of this school look at management as a logical process. Each managerial action is explained by an arrangement of certain logical factors. Therefore, the principal contribution of this school to administrative process is in those problem areas where parameter relationships are quantifiable and clear and where parameters can be either directly measured or reliably estimated. Decision – making alone is not sufficient for the understanding of and application in management, but something more than 'how when to do' etc., must be known to the administrator. These two things are ignored in this approach.

All the systems function in their environment and there is a continuing interaction between the system and its environment. The environment influences the system through a process of feed back. Outputs cause the emergence of new inputs. The interaction between a system and its environment is characterized as an 'ecological interaction and such as interaction is the base of the ecological approach. Ecology is a term borrowed from biology. It deals with the science concerned with the inter-relationship of organisms and their environment. The ecology of public administration, being the interaction of administration and its environment, requires deeper understanding of the society and the various factors affecting its functioning. The ecological approach in administration was initiated by J.M. Gaus, Robert A. Dahl and Robert A. Merton, but it was popularized by Riggs. Riggs analyzed the relationship between the administration and economic, social, technological, political and communication factors in a larger perspective. He explained illustratively how environment conditions influence administrative system, on the basis of his studies in Thailand and Philippines.

Check Your Progress
2. Who is the Father of Scientific Management?

2.2. F.W. Taylor

Frederick Winslow Taylor was born in Pennsylvania on March 20, 1856. He was educated in France and Germany. From a humble beginning as a labourer in a steel company he rose to the position of a chief engineer

and that of a general manager. He obtained his degree in mechanical engineering in 1844 from Stevens Institute of Technology, New Jersey. He invented several tools and mechanisms. He spent most of his precious time for research, improving upon the techniques of scientific management.

Taylor is regarded as the father of scientific management and also as a pioneer of modern management approaches and techniques. His contributions to the development of scientific management are found in his works.

1. A Piece – Rate System (1895);
2. Shop Management (1903);
3. The Art of Cutting Metals (1906); and
4. The Principles of Scientific Management (1911).

In his paper on A Piece - Rate System he proposed a wage system consisting of three parts:

1. Observation and analysis of work through time study to set the 'rate' or standard;
2. A 'differential Rate' system of piece work; and
3. Paying men and not positions.

In his paper on shop management he brought out his philosophy of management:

1. The objective of management must be to pay high wages and have low unit production costs to achieve the increased industrial efficiency;
2. Managements have to apply scientific methods of research and experiment to the management problems;
3. Standardization of working conditions and placing the workers on the basis of scientific criteria;
4. Management must give formal training to workers and specific instructions to perform the prescribed motions with standardized tools and materials; and
5. Friendly cooperation between workers and management on the basis of scientific system of labour organization.

In his paper on the Art of Cutting Metals he presented the achievements of the metal cutting experiments, which initiated a major break through in the development of American industry.

2.2.1. Taylor's Scientific Management Principles

According to Taylor, the principal object of management is to secure the maximum prosperity for the employer and for each employee. The following are the principles of his scientific management:

The Development of a True Science of Work

It pertained to the development of a science for each task which could replace the rule of thumb in management. For this, the working

Check Your Progress

3. Define Scientific Management?

conditions and the amount of work to be undertaken should be scientifically investigated. After that daily task, assignment should be fixed so that the workers may work in a planned manner. The worker who works under the scientific management scheme should be given higher rate of pay. At the same time if the worker failed to achieve the desired level of work, he should be penalized.

Scientific Selection and Training of Workers

This refers to the principles that workers should be placed in those jobs for which they were best suited. The physical and intellectual qualities of the candidates should be taken into account at the time of selection. Furthermore, the management should take responsibility to train the workers and offer them opportunities for advancement and personality development.

Equal Division of Work Between the Management and Workers

This is based on the idea that the management should take all the tasks in its hand for which it was suitably prepared. It is not correct to make the worker bear the entire responsibility. If the work is divided equally between the workers and the management, there will be mutual understanding and co-operation between them. This will go a long way in removing conflicts and tension from the work atmosphere.

Co-operation Between Management and Workers

This fourth principle means that there should be intimate co-operation and co-ordial relations between management and workers. This will create a healthy environment in the organization and also help promote industrial efficiency. According to Taylor, the above four principles constituted the crux of the "scientific management".

2.2.2. Mechanisms of Management

Taylor made a distinction between 'principles' of management and 'mechanisms' of management.

The following were the chief mechanisms of management according to Taylor.

1. The use of stop-watch was essential for the technique of time study.
2. Functional foremanship should be adopted by replacing the system of single foremanship. Taylor realized that a single foreman could not exercise all the responsibility required by the new system of management since he did not possess all the required technical knowledge. Therefore, he suggested the system of right functional foreman.
3. Standardization of all tools and techniques used in trades.
4. Creation of a separate planning cell in every industrial unit in order to promote industrial efficiency.
5. The use of time-saving devices like slide rules.

6. The use of instruction card system to record what to do and how to do particular tasks.
7. Adoption of a classification system of the manufactured goods as well as implements used in the manufacturing process.
8. Use of the bonus system for the successful performance of the task.
9. Setting up of a large daily task, with reward for meeting it and penalty for not achieving the targets.
10. Promotion of modern costing system.

2.2.3. Objectives of Scientific Management

Taylor's scientific management has the following objectives.

1. To develop the standard of living of the workers by increasing their income.
2. To avoid wastage of human and material resources.
3. To assure a happier home and surrounding to the worker by removing the disagreeable factors.
4. To provide a healthy conditions of work to those who work in the organization.
5. To provide adequate opportunities for the highest development of individual's capacity. This is to be realized with the help of scientific selection, training and work assignment.
6. To provide proper training to workers in order those newer capabilities may be developed in them. Training will also make them eligible for promotion.
7. To develop self confidence and self-respect among workers.
8. To develop an atmosphere of research. This would help workers to express and understand the aims and objectives of the organization.
9. To avoid discrimination in wages.
10. To eliminate the factors which cause conflicts and a feeling of intolerance.

2.2.4. Impact of Scientific Management

Scientific management brought a drastic change in the whole approach towards the management of industries. The impact of scientific management has been felt in every aspect of administration. Both the workers and the management have been benefited by it. The standard of living of the workers has been enhanced and the management has enjoyed a higher profit. The co-operation between the workers and the management has resulted in higher rate of productivity. Planning has assumed greater importance and research has become an important activity. Scientific management became a movement which offered the hope of resolving industrial problems through objective principles. For young and energetic

Check Your Progress

4. What is essential for the technique of time study?

engineers, it has provided an ethos and a mission in life. Taylor's principles of scientific management have been followed in industries in Russia, Germany, England, France and other countries. The success of industrial management in these countries owes much to the contribution of Taylor and his scientific management movement.

2.2.5. Criticism of Scientific Management

Although scientific management redefined management and introduced many changes in the industrial administration. Yet, it was criticized on several grounds. Labour leaders criticized it on the ground that it destroyed the principles of collective bargaining. Trade unions felt that Taylor was more interested in the mechanical aspects of work and not much concerned about the total work situation.

Mangers also attacked Taylorism. Those who wanted quick promotions to the high managerial position without higher educational qualification opposed Taylor's stand because Taylor advocated training by highly trained experts.

Oliver Sheldon, a British Management Thinker, Mary Parker Follett, an American Business philosopher and a host of thinkers like Sam Lewis John, Elton Mayo and Peter Drucker charged that Taylor's scientific management was impersonal and under emphasized the human factor. Elton Mayo pointed out that it is the emotional attitude of the worker towards his work and his colleagues rather than the structural arrangements of the organization which is important for increasing productivity and efficiency.

Taylor's emphasis on the minute division of the work and specialization was severely criticized. It was arranged that the worker becomes a mere cog in the medicine and he lacks the sense of participation in the work. Behaviouralists criticized the scientific arrangement on the ground that it sacrifices the initiative of the worker, his individual freedom and the use of his intelligence and responsibility.

2.2.6. Conclusion

In spite of the above criticisms leveled against Taylor's scientific management, it remains as a significant contribution in the development as a profession as well as an academic discipline. It is hailed as a combination of theory and practice with which much of the problems in industries could be resolved. The gaps in the scientific management have been filled up by later developments in research. As a result, the principles of scientific management hold good even today in bringing about better management in the existing industrial societies.

2.3. Sum Up

The study of management emerged as a separate field of endeavour in the 19th Century. F.M. Taylor is regarded as the father of scientific

management. Classical school of administration, Human Relations School, social system school, Decision Theory School, and Ecological Approach has adorned administrative thinking. The scientific school of management has enriched the field of administration and management with certain systematically developed principles.

The development of a true science of work, scientific selection and training of workers, equal division of work between management and workers and the co-operation between management and workers are the four principles which constitute the core of scientific management.

The impact of scientific management has been felt in every aspect of administration. Both the workers and the management have been benefited by it.

2.4. Key Words

1.	Scientific Management	..	Tackling Managerial Problems in a systematic Manner.
2.	Human Behaviour	..	Human Relations
3.	Social System	..	System of cultural inter relationships.

2.5. Answers for CYP Questions

For	Question Number 1..	Refer Section 2.1
	Question Number 2..	Refer Section 2.2
	Question Number 3..	Refer Section 2.2.1
	Question Number 4..	Refer Section 2.2.2

2.6. Model Questions

1. Lay down the principles of scientific management.
2. Explain the chief mechanisms of management according to Taylor.
3. How did the scientific management and other schools emerge?
4. Critically evaluate Taylor's contribution to the filed of management.

UNIT - 3
HENRY FAYOL

Objectives

By studying this unit, the students will:

- Understand the concepts and elements of management as laid down by Henry Fayol;
- Understand the principles of management as developed by Henry Fayol;
- Evaluate the administrative ideas of Henry Fayol; and
- Apply Fayol's administrative ideas in a real administrative situation.

Unit Structure

3.1. Henry Fayol

Henry Fayol, a renowned French Engineer - Manager, was born in 1841 in France of a bourgeois family. His book on 'General and Industrial Management (1916) and his paper on 'The Theory of -Administration in the State (1923) are his famous works. He was praised as a dynamic and imaginative administrative leader. His concepts of management and the principles of management and administration are a great contribution to the study of public administration.

3.2. Concepts and Elements of Management

Fayol realized that management was an activity common to all human understandings, whether public, private or domestic. According to him, all undertakings engaged in performing management functions require five basic managerial elements, namely:

1. Planning,
2. Organizing,
3. Commanding,
4. Co-ordination and
5. Controlling.

3.3. Managerial Elements

Planning:

The manager must try to forecast the future needs of the organization. Managerial forecast should not be based on hunch.

Fayol suggested a system of making yearly, monthly, weekly, and daily forecasts for organizational productivity. According to him, such a forecast or

Check Your Progress

1. Mention the famous works of Henry Fayol.

an of action would result in effective organizational performance.

ganization:

Organization may mean material organization and human organization. aterial organization refers to raw materials, tools and capital. Human organization fers to management of personnel. Fayol's major concern was on the human ganization. He observed that the affairs of an organization should be guided by e share holders.

The share holders would appoint the board of directors. The share holders nd the policy proposals to the management and exercise overall control over licy. The general managers under the board of directors would direct the terprise to achiever its goals. The line staff comes next in the hierarchical set- with the responsibility of supporting the general management with specialized owledge.

mmand:

Command is intended to set the human organization in motion to achieve e objectives of the broader organization. For exercising effective command over s subordinates, a manager should possess competency, experience and thorough owledge of his subordinates.

-ordination:

Co-ordination refers to working together and harmonizing all activity and orts in order that the organization achieves its goals within the specified time. e purpose of co-ordination is to make co-operation take place at all levels in ery sphere at the same time.

ntrol:

Control is the process through which the weaknesses and short comings e pointed out. This helps the management to prevent the occurrence of such fects in future and to rectify mistakes at any time.

4. Attributes of Managers

Fayol wanted the managers to have the following attributes.

1. Physical attributes : Health, vigour, appearance.
2. Mental attributes : Ability to understand and learn judgement, mental vigour, adaptability.
3. Moral attributes : Firmness and willingness to accept responsibility.
4. General Education : General acquaintance with matters not related to the function performed.
5. Special Knowledge : Special knowledge about matters related to the function performed.
6. Experience : Knowledge acquire as a result of working.

5. Principles of Management and Administration

Fayol has developed a set of principles of management or administration. ough he did not claim that these principles developed by him will have universal

Check Your Progress

2. Define co-ordination.

application, they continue to be significant aspect of modern management a administrative theories. The principles formulated by Fayol are discussed belo

Division of Work:

The six activities of an organization, according to Fayol, are technic commercial, financial, security, accountancy and material. To perform the activities separate skills are required. If a particular activity is performed by person who possesses the skill and knowledge required for performing that wo he can do it efficiently.

Therefore, Fayol felt that the activities of an organization should be divid and assigned in such a way that the one who does a job is the one who is best for doing the job.

Authority and Responsibility:

According to Fayol, authority is the right to give orders and the power get obedience for the orders. That authority which a person enjoyed legally official authority. That authority a person acquires through his ability, knowled experience, etc., is personal authority.

Discipline:

By discipline Fayol meant employees obeying the orders of the manageme in accordance with the agreement between the firm and the employees. Discipli is a prerequisite for proper exercise of authority.

Unity of Command:

Fayol insisted that each employee in the organization should have on one direct superior from whom he would take orders. This he thought would avo confusion that may arise if there are two superiors over a sub-ordinate giving t different orders on the same matter.

Unity of Direction:

Fayol stressed that there should be a single head and a uniform plan for group of activities having the same objectives. It means one head and one plan f each activity.

Subordination of Individual Interest to General Interest:

Fayol was of the firm opinion that the goals of the organization are mo important than the interests of an individual. The individual whether he is manager or an ordinary worker should sub-ordinate his interest to the ultima goal interest of the organization. In other words, there should not be any differen between the interest of an individual in the organization and the interest of t organization as a whole.

Fayol felt this would generate a sense of common good among the membe of the organization.

Remuneration of Personnel:

This principle states that the compensation policies and practices in t organization should be fair. They should be such that would give maximu satisfaction to the employees and the employer.

Check Your Progress

3. What are the physical attributes of a Manager?

Centralization:

Centralization refers to concentration of powers at the central level of the organization. The degree of the concentration of power at the centre should depend upon the condition of the business, abilities and qualities of the people involved. Fayol's contention is that centralization is not a principle to be adopted or abandoned at free will.

Scalar Chain or Hierarchy:

Scalar chain refers to the line of authority that runs from superior to subordinate in an organization. It is the channel of authority for communication and decision making. Fayol felt that this channel or chain should remain unbroken. An employee should not freely approach directly his superior's superior. However, the chain could be short-circuited when strictly following the principle will be dangerous to organizational effectiveness. Similarly, two employees with consent of their respective superiors can make direct contact with each other in case of emergency.

Order:

There is a place for everything and everything has its place. It applies to human beings as well as to material things. Each employee should be placed in the job wherein he or she can render the most effective service. Similarly a material object should be kept in a place where it ought to be placed. This arrangement would minimize wastage of time, resources human as well as material.

Equity:

Equity refers to a combination of kindness and justice. Fayol's principle of equity means that the management must ensure that justice and kindliness should be meted out to the workers. This would encourage the personnel to fulfill their duties with devotion and loyalty.

Stability of Tenure of Personnel:

The personnel must be allowed to remain in the organization until their retirement. If they are sent out or if they leave the organization, it will affect efficiency and productivity badly. Therefore, suitable conditions should be created to minimize turnover of employees. Stability of tenure will boost up the morale of the employees.

Initiative:

Fayol insisted that the management must encourage and give scope for initiative at all levels. Managers should give up their ego and allow employees even at lower levels to involve themselves in the decision making process. This would generate a good degree of initiative which will be a fine source of strength for the organization.

Espirit De Corps:

It refers to a high degree of harmony among all members of the organization. Unity among all members will be real strength to the organization. Management

Check Your Progress

4. Give the advantage of centralization.

should take all steps to create a favourable atmosphere in the organization which will foster unity and promote the spirit of owe ness among its members.

3.6. Evaluation

Fayol was the first modern administrative thinker to emphasize the universality of management functions and principles. His thought has been criticized on several grounds. It has been argued that while devoting considerable attention on functional classification. Fayol neglected the structural aspect. His fourteen principles have been criticized on the ground that they have a great deal of overlapping. It has been argued that his functional theory is not having universal application since the needs and challenges of one type ot organization differ from the needs and challenges of another type of organization.

Fayol's principle of unity of command has been criticized on the ground d that the application of this principle would overwhelm the chief executive with problems of co-ordination. Human relation theorists feel that Fayol has ignored the social-psychological or emotional needs of the employees.

In spite of the above criticisms, Fayol's contribution to the administrative science is acclaimed as an outstanding piece of universal science of management. Fayol's principle of the unity of command, principle of the unity of direction, principle of authority is widely used. His functional organization is still the best way to structure a small business Max Weber considered the principle of the chain of command as an important element of the formal organization Though Fayol did not pay specific importance to human relation approach, it is wrong to think that he totally ignored this aspect in his theory of management. His principle of equity and his principle of Espirit De Corps no doubt lay some emphasis on the importance of human element in organization.

3.7. Sum Up

Management is an activity common to all human undertakings. All undertakings require five basic managerial elements, namely, planning, organizing, commanding, co-ordinating and controlling.

Fayol's principles of administration are division of work, authority and responsibility, discipline, unity of command, unit of direction, subordination of individual interest to general interest, remuneration of personnel, centralization, hierarchy, order, equity, permanent tenure, initiative, espirit de corps. The above ideas of Fayol are his great contribution to administrative theory.

3.8. Key Words

All the elements and principles of management are key words. Each of them is explained in the lesson.

3.9. Answers For CYP Questions

For			
For	Question Number 1	..	Refer Section 3.1
	Question Number 2	..	Refer Section 3.3
	Question Number 3	..	Refer Section 3.4
	Question Number 4	..	Refer Section 3.5

3.10. Model Questions

1. Critically analyze Taylor's principles of management.
2. Evaluate the elements of management.
3. Explain the principle of discipline.
4. What are the attributes of Managers?
5. What is meant by equity?
6. Write one criticism of Fayol's thought?

UNIT - 4
ELTON MAYO

Objectives

By studying this unit, the students will:

- Understand the Hawthorne experiments conducted by Elton Mayo;
- Know the implications of Hawthorne Experiments;
- Evaluate Mayo's contribution to administrative theory; and
- Apply Mayo's ideas in practical administration.

Unit Structure

4.1. Elton Mayo

Elton mayo was born in 1880 at Adelaide, Australia. He was a post graduate in logic and philosophy. He studies medicine and psychopathology. He traveled widely. He was involved in printing business, teaching subjects like philosophy, logic and ethics in Queensland University. He also worked as a professor of industrial research at the Graduate School of Business Administration, Harvard University. It was here that Mayo started his human relation study, known as Hawthorne Experiments.

He focused his attention on the behaviour of the workers and their production capacity keeping in view physical, economic and psychological aspects.

He called this approach a clinical method. From this research a new theory of human behaviour in organization was evolved which served as inspiration for a number of empirical studies of human behaviour in organizations.

4.2. Hawthorne Experiments

In 1924, Mayo along with a few other professors of Harvard Business School, U.S.A. conducted a series of experiments at the Hawthorne plant of Western Electric Company, Chicago which was engaged in producing bells and other electrical equipments for the telephone industry. The experiments conducted by them are classified into three parts:

Check Your Progress
1. Who is Elton Mayo?

1. Illumination experiments, 1924 – 32.
2. Relay Assembly Test Room experiments, 1927 – 32.
3. Bank wiring Observation Room Experiments 1931 – 32.

These experiments are explained below.

4.2.1. Illumination Experiments

The illumination experiments begun in November 1924, to study the relationship between quality and quantity of illumination and efficiency in industry. This experiment was started on the original hypothesis of scientific management that there was a correlation between the intensity of illumination and workers' output. But the findings were surprisingly unexpected.

For the purpose of the experiments workers were divided into an experimental room with varied illumination, and a control room with constant conditions. The production decreased only after the light became so dim that workers could not see properly. Thus it was discovered that there was no relationship between the two variables, and illumination (a physical condition of job) had no effect on the amount of output. When the intensity of illumination was increased, output also increased in the experimental room. The researches proceeded to decrease the illumination, but output once again increased in the experimental room but quite contrary to their expectations.

These experiments proved that there was something more than illumination which affected the productivity. This something more provided a significant clue to investigate the complex human variables affecting productivity which formed the basis of later experiments.

4.2.2. Relay Assembly Test Room Experiments

The relay assembly test room experiments were conducted to find out the relationship between working condition such as incentive system, rest interval, additional physical facilities, etc., and the productivity. For this purpose the researchers set up a relay assembly test room and two girls were chosen – these girls were asked to choose four more girls as co-workers. The work related to the assembly of telephone relays. Each relay consisted of a number of parts which the girls assembled into finished products. Output depended on the speed and continuity with which girls worked. The experiments started with introducing numerous changes in sequence, with duration of each change ranging from four to twelve weeks. An active observer was associated with the girls to supervise their work before each change was introduced, the girls were consulted. They had the opportunity to express their viewpoints and concern to the supervisor. Their ideas and suggestions were sought, and in some cases, they were actually allowed to take decisions concerning the experiments. The following were the changes and the resultant output.

Check Your Progress

2. State the objective of Illumination Experiments.
3. Who were chosen for Relay Assembly Test Room Experiments?

1. The incentive was changed so that each girl's extra pay was based on the other five. Rather than the output of the larger group – 100 persons or so; the productivity increases as compared before.
2. Two five minutes rests – one in the morning session and the other in the evening session – were introduced which were increased to ten minutes later; the productivity increased.
3. The rest periods were reduced to five minutes each but the number of such periods was extended; there was a slight fall in the output and the girls complained that their work rhythm was broken because of frequent rest periods.
4. The number of rest periods was reduced to two each for ten minutes, but in the morning, coffee or soup was served along with sandwich and in the evening snack was provided; the productivity increased.
5. Changes in the work day were introduced at various times, such as cutting an hour off at the end of the day and eliminating Saturday work. The girls were allowed to disperse at 4.30 p.m. instead of 5.00 p.m; the productivity increased. Later, they were allowed to disperse at 4.00 p.m.; the productivity remained the same.

As each change was introduced, absenteeism decreased; less supervision was required and the morale increased. On the basis of these findings, the researchers concluded that there was a definite relationship between productivity and various factors being adjusted. At this point of time, they decided to return everything to its original status that is, 48 hour work, Saturday working day, no rest period, and no free snacks or coffee. Surprisingly, productivity took a jump with an average production of 3,000 relays per week as compared to 2400 relays before the start of the experiments. This development caused a considerable amount of redirection in thinking and the result implied that productivity increased because of a change in the girls' attitudes towards work and their work group. They developed a feeling or stability and a sense of belongingness. Since there was more freedom of work, they developed a sense of responsibility and self – discipline. The relationship between supervisor and workers became conversant with total situation including the home environment and the social problems faced by each worker.

4.2.3. Bank Wiring Observation Room Study

Check Your Progress
4. Why was Bank Wiring observation conducted?

This study was conducted between November 1931 and may 1932 with a view to anglicizing the functioning of a small group and its impact on individual behaviours. Fourteen male workers were employed in the bank wiring room: nine wiremen, three solder men and two inspectors. The work involved attaching wires to switches for certain equipments used

in telephone exchange. Hourly wage rate system based on individual average output and bonus to be determined by the average group output was followed. The hypothesis was that to earn more, the workers would produce more individually and help others to produce more to take advantage of group bonus. However, the result was different.

The group men themselves set the production norm; anybody attempting to produce more was disfavoured by others and group pressure was applied to restrict his production. Each individual in the group was restricting his output significantly below the standard fixed by the company. The logic for this restricted output revolved around the following factors:

1. Fear of unemployment
2. Most workers were convinced that once they had reached the standard rate of production, the management would raise the standard, reasoning that it must be too easy to attain.
3. The group wanted to protect the slower workers.
4. The management seemed to accept the lower production rate.

The workers in the group set certain norms of behaviour including personal conduct. These norms were as follows:

1. You should not turn out too much work.
2. You should not turn out too little work.
3. You should not say anything to the supervisor that will react to the detriment of an associate.
4. You should not attempt to maintain social distance or act officious.

The workers whose behaviour was in conformity with both output norm and social norm were most favoured ones. This gave the clue that informal relationship was important and attempts should be made to see that the interests of the management and of the workers were identifiable, and attempts should also be made to modify informal group behaviour to realize organizational objectives.

4.3. Implications of Hawthorne Experiments

The Hawthorne experiments laid the foundation for behavioural approach in management. The following were the significant implications of these experiments:

1. Economic satisfaction and productivity do not necessarily go-together. Non – economic rewards and functions significantly affect the behaviour of the workers and limit the effect of economic incentives.
2. The group determines the behaviour of its members. If a person resists a particular norm of group behaviour, he tries to change the group norm because any deviation from the group norm will make him unacceptable to the group. Therefore, the management

Check Your Progress

5. State one implication of Hawthorne Experiments.

cannot deal with the workers as individuals but as members of work groups, subject to the influence of these groups.

3. A supervisor is more acceptable as a leader if his style of leadership is in accordance with the human relations approach. In this context, the democratic style is the best which provides greater satisfaction to workers.
4. Communication is an important element in the organization. It is through effective communication that the workers can be explained about the reasons and nature of actions taken and their problems identified and sorted out.
5. Conflicts arise in the organizations because of maladjustment of individuals and organization. Therefore, the need for solving the problem of individuals in adjusting with the organization and with the individuals is to be taken care of by the management.
6. The nature of supervisor has got something to do with the rate of productivity. Supervision that is friendly to the worker, attentive, genuinely concerned with the welfare of the workers affects the productivity favourably.

4.4. Evaluation

Mayo's experiments led to fuller realization and understanding of the human factors in work situations. His experiments also led to an emphasis on the importance of an adequate communication system, particularly upwards. The contributions of Mayo are immensely useful not only in the industrial sector but also in administrative system of a state, particularly in the case of bureaucracy. Discovery of informal organization is a credit owing to Mayo. The importance of group affecting the behaviour of workers at work is realized through his experiments. All these make him one of the most important human relations theorists and his Hawthorne experiments a historical landmark in administrative thought.

4.5. Sum Up

Hawthorne experiments consisted of Illumination Experiments, Bank wiring Observation Room experiments and Relay Assembly Test Room experiments. The illumination experiments proved that there was something more than illumination (complex human variables) which affected productivity.

The Relay Assembly Test Room experiments brought out the fact that more freedom of work developed sense of responsibility and self discipline among the workers. The Bank wiring observation Room study highlighted that the informal relationship played a major role in organization. Mayo's findings paused a way for behavioural approach in management.

4.6. Key Words

1.	Behavioural Approach	..	An approval which seeks to explain the inter personal relationship in organization.
2.	Informal Organization	..	The relationship among workers, employees and workers that develops and exist apart from formal structures.

4.7. Answers For CYP Questions

For Question Number 1..	Refer Section 4.1
Question Number 2..	Refer Section 4.2.1
Question Number 3..	Refer Section 4.2.2
Question Number 4..	Refer Section 4.2.3
Question Number 5..	Refer Section 4.3

4.8. Model Questions

1. Bring out the result of Illumination experiment.
2. Discuss informal organization.
3. Critically analyze the implications of Mayo's experiments.
4. Evaluate Mayo's findings.

UNIT - 5
MARY PARKER FOLLETT

Objectives

By studying this unit, the students will know:

- Follett's ideas on conflict, Follett's ideas on orders, authority and control, Follett's ideas on co-ordination and Follett's ideas on Leadership; and
- Will be able to evaluate the administrative ideas of Follett.

Unit Structure

1. Mary Parker Follett
2. Conflict and Integration
3. Issuing orders
4. Power, Authority and Control
5. Planning and Co-ordination
6. Leadership
7. Evaluation
8. Sum up
9. Keywords
10. Answers for Check Your Progress (CYP) Questions
11. Model Questions

5.1. Mary Parker Follett

Follett was born in Boston in 1868. She had her early education at Thayer Academy in Boston. Afterwards she studies at Radcliff College and Newham College, Cambridge. She was interested in the study of social problems.

She wrote several books of which her book on 'Dynamic Administration' contains her main ideas on management. In fact this book includes all the lectures delivered by her on management in America and English.

5.2. Conflict and Integration

Follet gives an important place for conflict in her thought. She denies conflict as the appearance of differences – differences of opinion and interests. She is of the opinion that conflicts in organization are available.Conflict is neither good nor bad, but provides opportunities for good or bad results.

Follett says that managers should learn to use conflict in a constructive manner.

She suggested the following methods to resolve conflicts:

1. Domination : Victory by one side over the other
2. Compromise : Each side surrendering some part of what it wants in order to reach a settlement.

Check Your Progress

1. Which book of Follett contains her administrative ideas?

3. Integration : Finding a new solution which satisfies the real needs of both the sides and neither side sacrifices anything.

Follett considers integration as the best means of resolving conflict. ut the says that it is not the easiest method to handle. She lays down ree steps for integration.

tep 1:

The difference should be brought to the open. The real issues must identified and understood. This involves finding out the significant, ther than the dramatic features in a conflict.

tep 2:

Breaking up the problem into its constituent parts is the second ep. Examination of the symbols and the languages used becomes cessary at this stage to see what they really mean. Both sides will become vare of their real needs. Afterwards the proper responses are thought out by both sides.

tep 3

Anticipation of conflict is the third step. It means responding to a nflict differently. This, she says, can be done by building up on certain titudes in the people.

After explaining the steps involved in integration, she explains the stacles to integration. Integration requires a high degree of intelligence d keen perception which are rare among administrative negotiators. e basic desire of the human being is to dominate others. This is also a ndicap to integration. Another obstacle is the tendency on the part of gotiators to theories rather than to attempt to find practical solutions. metimes the undue influence exercised by leaders also an obstacle to tegration. Finally, lack of adequate training and skill on the part of the gotiators which is essential for using the method of integration is found be an obstacle.

.3. Issuing Orders

Follett agreed with the view that important mechanisms of getting ople to do things include giving command, providing direction or issuing ders.

According to her, giving orders should include three steps. These e:

1. Developing a conscious attitude,
2. Developing a responsible attitude, and
3. Developing an experimental attitude.

These steps should be taken before the actual orders are issued. e is of the idea that the manager who issues the orders must also learn manipulate workers so that they may accept orders without questioning.

Check Your Progress
2. Define conflict.
3. What is authority?

She observed that managers must create an attitude required for obeyin the orders issued by them.

Follett identified certain difficulties in the giving of orders. The are:

1. Many people will willingly work with other people, but dislik intensely having the feeling of people being over them.
2. Many workmen, particularly skilled ones, have a knowledge o and pride in their work which make them resent others tellin them how to do it or even what to do in detail.
3. The giving of orders, especially detailed ones, remove responsibility from the person to whom the order is given. Folle wants that responsibility to spread as wide as possible and as lo as possible.
4. Orders in the generally accepted sense raise conflicts betwee obedience and liberty.
5. An order which is a response to the law of the situation must tak into account the evolving situation and management's part i making it evolve.

Since these difficulties are there, Follett feels that giving of order is a complicated process. Therefore, she suggests depersonalizing th orders. This involves a study of the problem to discover the 'law of th situation' and obeying it by all concerned. One should not give orders t another, but both should agree to take orders from the situation. If order are a part of the situation, the question of someone giving and someon receiving orders does not arise and both take orders from the situation.

5.4. Power, Authority and Control

Follett defines power as "the ability to make things happen, to be casual agent, to initiate change". It is the capacity to produce intende effects. She distinguishes between "power over" and "power – with". Th 'power – over' is coercive – power and the 'power – with' is coactive – powe Power – with is superior to power-over as it promotes better understandin reduces friction and conflict and encourages co-operative endeavour. Folle says that one should try to reduce power-over by integrating the desire obeying the law of situation and through functional unity. In a function unity, each has his functions and he should have the authority an responsibility which go with that function.

She defines authority as vested power. It means the right to develo and exercise power. She says that central authority derived from the Chi Executive should be replaced by authority of functions in whic each individual has final authority within the allotted functions. Sh thinks that like authority responsibility also follows from function an situation.

Like authority and responsibility, control is also an important aspect to achieve organizational goals. She believes in 'fact-control' rather than 'man – control' and in 'correlated – control' rather than 'super – imposed control'. Since facts vary from situation to situation, control should depend upon the facts of each situation instead of superiors controlling sub – ordinates. She prefers that control should be designed and developed as a part of unifying force. This would go a long way in integrating, unifying, co-ordinating and controlling organizations. Follett's priority is for self – control, which should be the main feature of a unified organization.

5.5. Planning and Co-ordination

Follett defines planning as a scheme of self – adjusting and self co-ordinating the various and varying interests. She defines co-ordination as harmonious ordering of parts. Planning is possible only through co-ordination. The following four principles, according to her, are to be followed for achieving co-ordination.

1. All factors in a situation have to be related to one another.
2. Responsible persons in the organization must be in direct contact with one another irrespective of their position in the hierarchy.
3. All the people concerned should be involved at the formulation stage of the policy rather than being involved only at the implementation stage of the policy.
4. There should be a permanent machinery to achieve co-ordination from planning to activity and from activity to planning.

5.6. Leadership

According to Follett, a leader is "the man who can energies his group, who knows how to encourage initiative, how to draw from all what each has to give". He is the man who can show that the order is integral to the situation. Leadership goes to the man who can grasp the essential of an experience and can see it as a whole. She says that co-ordination, definition of purpose and anticipation are the three functions of the leader.

She described three types of leadership namely, leadership of position, leadership of personality and leadership of function:

1. **Leadership of Position:** In this type of leadership the leader holds a position of formal authority.
2. **Leadership of Personality:** In this type of leadership, one becomes a leader because of his forceful personality.
3. **Leadership of Function:** In this type of leadership the leader has the knowledge of the situation, who understands its total significance and who can see it through.

Though authority and personality are important for leadership, Follett feels that leadership of function is becoming more important.

Check Your Progress
4. Give one advantage of coordination.

5.7. Evaluation

Follett has been criticized on the ground that she ignores the social nature or the processes involved in the management of organizations and considered only the psychological conflicts rising from lack of understanding in the personal qualities. Her ideas on integration was attacked that it was imaginary and not real. A major criticism on her ideas is that they lack consistency.

Despite the criticisms Follett's ideas are accepted as a great contribution to administrative thought. Her ideas on conflict, integration, co - ordination, authority, control and leadership are appreciated by many modern administrative thinkers, who are interested in the problems of establishing and maintaining human co–operation in the conduct of an organization.

5.8. Sum Up

Follett speaks about the inevitability of conflicts in the organizations and says that conflicts should he used in a constructive manner.

She advocates depersonalizing the orders because of the difficulty in giving orders.

Explaining, the concepts of power, authority, control and responsibility. She claims that self control should he the main feature of a unified organization.

Giving much importance for planning and co-ordination she lays down four principles for achieving co-ordination.

According to her, leadership plays a major role in an organization and the three functions of leadership are co-ordination, defining the purpose and anticipation.

5.9. Key Words

Conflict, orders, power, authority, planning, co-ordination and leadership are the key words. Refer to 5.2, 5.3, 5.4, 5.5 and 5.6 where these words are clearly explained.

5.10. Answers For CYP Questions

For	Question Number 1..	Refer Section 5.1
	Question Number 2..	Refer Section 5.2
	Question Number 3..	Refer Section 5.4
	Question Number 4..	Refer Section 5.5

5.11. Model Questions

1. What do you mean by leadership?
2. What should control depend on?
3. What does Follett say about power?
4. Explain Follett's ideas on conflict resolutions.

UNIT - 6
MAX WEBER

Objectives

By studying this unit, the students will:

- Know Weber's ideas on authority
- Know Weber's ideas on bureaucracy
- Evaluate Weber's concepts of authority and bureaucracy
- Distinguish between different kinds of authority

Unit Structure

6.1. Max Weber
6.2. Weber on Authority
6.3. Weber's Ideas on Bureaucracy
6.4. Evaluation
6.5. Sum up
6.6. Keywords
6.7. Answers for Check Your Progress (CYP) Questions
6.8. Model Questions

6.1. Max Weber

Max Weber was born in Germany in 1864. He studied law at the University of Heidelberg. He also acquired knowledge in history, economics and philosophy. He started his career as an instructor in law in the University of Berlin. He has worked as professor of Economics in Fidelberg University and also in the University of Heidelberg.

For sometime he suffered from a nervous breakdown which had a set back in career. He worked as a creditor of the Archive fur Sozial Wissenchaft and later published his own scholarly works. His contribution in the areas of authority and bureaucracy is significantly useful for the study of public administrations.

6.2. Weber on Authority

For Weber authority is identical with the 'authoritarian power of command'. He identified five essential components of authority. They are:

1. An individual or a body of individuals who rule;
2. An individual or a body of individuals who are ruled;
3. The will of the rulers to influence the conduct of the ruled and an expression of that will or command;
4. Evidence of the influence of the rules in terms of the objective degree of command; and
5. Direct or indirect evidence of that influence in terms of the subjective acceptance with which the ruled obey the command.

Authority exists as long as it is accepted as legitimate by the ruled. An organization can rule or administer only when it has legitimacy. He says that all administration is domination or exercise of authority. He speaks of three types of authority on the basis of legitimacy. They are:

6.2.1. Traditional Authority

Traditional Authority is authority exercised by a person who derives its legitimacy from his inherited status. His commands carry legitimacy because of the customs but he can also give orders based on his personal decision. Conformity to custom or tradition and personal arbitrariness are the two characteristics of traditional authority. Those who obey the holders of traditional authority are called followers. The followers carry out the orders of their master or leader out of sheer personal loyalty and a pious regards for his time-honoured status. Managerial or administrative services in the Traditional Authority system are often handed down from father to son. Here selections and appointments are not based on merit or expertise. Further, under this system of authority the administrative staff lack clearly defined spheres of competence. Neither regular training procedures nor promotional opportunities are provided under this system of authority.

6.2.2. Charismatic Authority

Charismatic Authority is authority exercised by a leader by virtue of his special qualities or some extraordinary gift. The basis of authority is the charisma possessed by the leader. The followers recognize his leadership on account of his charisma or personal qualities that have a magnetic attraction for them. If the followers observe a decline or failure of the charismatic qualities of their master, they might not obey his orders. The charismatic leader selects his disciples or followers as his officials based purely on their personal devotion to him rather than on the basis of merit.

6.2.3. Legal Rational Authority

It is authority exercised on the basis of rules and regulations which are applied judicially. Those who exercise the power are the superiors and appointed or elected by legal procedures to maintain the legal order.

The legal rational authority system is the dominant institution of the modern society. This system is called rational because in it the means are expressly designed to achieve certain specific ends. The administrative staff functioning in this system of authority is hierarchically organized and is better trained than the one we find in traditional or charismatic authority system.

While discussing the three types of authority, Weber states that though these three types exist, it is possible that with the passage of time the characteristics of the one resulting with modifications, in the institutional structure of the other. Of the three of authority, Weber preferred the legal type of authority or domination because of the inherent

> **Check Your Progress**
> 1. Define authority.

ationships among them. He also maintains that legal type of authority domination along is suitable for the modern Government s. He designed model of bureaucracy keeping the 'legal – rationality' in mind.

3. Weber's Ideas of Bureaucracy

Weber never defined bureaucracy. He only described its aracteristics. To him bureaucracy is an administrative body of appointed cials". He categorized bureaucracy into:

1. Patrimonial bureaucracy, and
2. Legal rational bureaucracy.

The patrimonial bureaucracy is the one found in traditional and arismatic types of authorities. The legal rational bureaucracy is the one nd in legal type of authority. We are concerned more with his model of al – rational bureaucracy.

Weber's model of bureaucracy has the following six elements:

personal Order:

Authority, the power of control is attributed to the office and not to particular person who performs official role. Weber is particular that personal order should orient the actions of the bureaucrats both in the uance of the commands to subordinates and in their obedience to them.

les:

A pure bureaucracy operates in accordance with the rules. These es operate only in relation to the official's job of an office – holder. In his rsonal relations he is not governed by these rules. In such a situation e of personal favours, arbitrariness, grace or gratitude will be minimized.

here of Competence:

An important feature of Weber's Model of bureaucracy is that there a sphere of competency which involves:

1. A sphere of obligation to perform functions marked off by the principle of division of labour;
2. Providing authority to the one who holds the office; and
3. Defining the means of compulsion to be used.

erarchy:

Each lower office is under the control and supervision of a higher e. Fixed salaries are provided to the Officers according to the nature of e job and responsibility as well as the social status. There is also scope promotion and career advancement on the basis of seniority and merit. ght of appeal and of statement of grievances from the lower to the higher assured.

rsonal and Public Ends:

Weber's model pleads for the separation of administrative staff from e ownership of the means of production or administration. It also pleads the complete absence of appropriation of official position by the

Check Your Progress
2. What is bureaucracy?
3. Write an advantage of rules.

incumbent. These are necessary checks on the bureaucrats to preve
them from misusing their positions.

Written Documents:

In Weber's ideal model, the administrative acts, decisions and rul are formulated and recorded in writing even in cases where oral discussi is the rule or is even mandatory. Documents make the administrati accountable to people and provide a ready reference for future action.

Apart from the elements described above, the legal – rational mod of bureaucracy designed by Weber has the following characteristics:

1. The official business is conducted on a continuous basis;
2. An administrative agency functions in accordance with stipulat rules;
3. Every official and every office is part of a hierarchy of authori Higher officials or Officers supervise while lower officials have t right of appeal;
4. Officials do not own the resources necessary for rendering t duties, but they are accountable for use of private income whi are strictly separated;
5. Officers cannot he appropriated by the incumbents as priva property which can be sold and inherited; and
6. Administration is conducted on the basis of written document

Weber also discusses elaborately the characteristics of the offici in his model of bureaucracy. These characteristics are given below:

1. An official is personally free and not a servant to anybody. He appointed to an official position on the basis of contract;
2. He exercises the authority delegated to him in accordance wi impersonal rules, and his loyalty is expressed through faithf expression of his official duties ;
3. His appointment and job placement depend upon his technic (administrative) qualifications;
4. His administrative work is his full-time occupation;
5. His work is rewarded by a regular advancement in a life time caree

Weber is of the opinion that his model of legal – rational bureaucra is technically superior to all other administrative systems. He conten that bureaucracy is capable of attaining the highest level of efficienc Since the means used are those which will best achieve the stated end Moreover, the bureaucracy is rational because of its ability to calcula the consequences of its actions.

Check Your Progress
4. Why is Bureaucracy superior?

6.4. Evaluation

Weber's model of bureaucracy has been criticized on the groun that the hierarchy and rules can easily generate consequences which a unexpected and detrimental to the attainment of objectives of a

organization. His concept of division of labour is criticized on the ground that if sub – units are allowed to setup goals of their own, it may conflict with the purpose of the organization as a whole. Another inadequacy pointed out in the model is that the officials behaviours cannot be defined by specified administrative codes since they have their own characteristics as social beings.

Critics like Peter M. Balu thinks that Weber's model of bureaucracy cannot be applied to administration of different places and times. His contention is that efficient administration is possible only when an individual is allowed to identify with the purposes of the organization and to adopt his behaviour to his perception of changing circumstances.

Some critics of Weber's argue that it lacks empirical validity in the context of modern administration. His stress on formalism is generally criticized on the ground that it is not at all suitable for an administration which is expected to be change oriented and flexible in its operational level.

The various criticisms leveled against Weber's model of bureaucracy stem from the fact that it has certain negative elements. These negative elements include impersonal order, rules, spheres of competence, hierarchy, technical rules, written documents etc. these negative elements are given greater weightage in the model. That is the reason why the positive aspects of the model applicable to all situation. Nevertheless, the bureaucratic model designed by Weber has a high degree of heuristic value. With the help of the model ever so many typologies can be constructed to understand the working dimension of an administrative system. It is true nowhere a model of bureaucracy as designed by Weber can exist. Even Weber has used the model only in contrast to the systems obtainable in situations of traditional and charismatic authority. His main focus is that bureaucracy is more capable of operating with greater efficiency and rationality. As such, his contribution assumes greater significance in the study of public administration.

6.5. Sum Up

Weber's significant contribution to administrative theory is his ideas an Authority and Bureaucracy. He says that authority exists as long as it is accepted as legitimate by the ruled. He speaks of three kinds of authority, namely, traditional authority, charismatic authority and legal practical authority.

Weber views bureaucracy as an administrative body of officials. He describes the bureaucracy found in traditional and charismatic types of authorities as patrimonial bureaucracy and the bureaucracy found in legal type of authority as legal rational bureaucracy. He is of the opinion that his model of legal rational bureaucracy is technically superior to all other

administrative systems. He contents that bureaucracy is capable of attaining the highest level of efficiency, since the means used are the best.

6.6. Key Words

1.	Authority	..	Authoritarian power of command
2.	Bureaucracy	..	Administrative body of appointed officials

6.7. Answers for CYP Questions

For		
	Question Number 1..	Refer Section 6.2
	Question Number 2..	Refer Section 6.3
	Question Number 3..	Refer Section 6.3
	Question Number 4..	Refer Section 6.4

6.8. Model Questions

1. Explain legal Rational Authority.
2. What are the essential elements of Authority?
3. Critically evaluate Weber's bureaucratic model.
4. Examine the significance of Weber's contribution.

UNIT - 7
CHESTER I BARNARD

Objectives

By studying this unit, the students will:

- Know the various administrative ideas of Barnard;
- Be able to distinguish between formal organization land informal organizations; and
- Acquire the ability to perform the functions of an executive.

Unit Structure

7.1. Chester I Barnard

Chester Irving Barnard was born at Malden, Massachusetts, U.S.A, in 1886. He had his education while working hard for his livelihood. He studied at Hardward College for sometime and left it taking up a clerical job in a Telegraph company at Boston. He worked with the New Jersey Bell Telephone Company from 1909 to 1948. He even became the first President of this company. He also served as the state Director of the New Jersey Relief Administration.

His popular works include his book on "Functions of the Executive" (1938) and another book an "Organization and Management" (1948). His book on Functions of the Executive not only brought him fame but remains a classic even to-day. Barnard analyzed the organizations from different angles based on his experience. His method of study was comprehensive because he drew on philosophy, political science, economics, sociology, psychology and physics.

7.2. Organization as a Co-operative System

Individual human being has his own limitations. Physical, biological and psychological limitations inherent in him do not allow him to achieve anything by himself. Therefore Barnard says that individuals must co – operate with one another. It is on the basis of this idea that he builds up his theory of organization.

Check Your Progress

1. Mention the popular works of Barnard.

He defines organization as "a system of consciously co-ordinated activities of two or more persons". For him, it is a system composed of the activities of human beings, a system in which the whole is always greater than the sum of its parts and each part is related to every other part in some significant way. As a system it is held together by some common purpose by the willingness of certain people to contribute to the operation of the organization, and by the ability of such people to communicate with each other.

He is of the opinion that an organization must be both effective and efficient. By efficiency he means provision of satisfaction which is sufficient to ensure that co-operative efforts are forthcoming, while effectiveness relates to the achievement of aim set by the organization.

An organization is a co – operative system which requires three things:

1. A common impersonal organizational purpose;
2. To achieve the purpose and to secure the individual's initiative, his motives need to be satisfied. His satisfaction should not weigh the efforts and sacrifices which he makes; and
3. The process of communication by which forces that opposes co-operative effort will be brought under control.

He identifies the following four specific inducements which motivate man:

1. Material inducements such as money, things or physical conditions;
2. Personal non – material opportunities for distinction, prestige and personal power;
3. Desirable physical conditions of work; and
4. Ideal benefactions, such as the pride of workmanship, sense of adequacy, loyalty to organization, altruistic service for family, patriotism and aesthetic or religious feelings and the satisfaction of the motives of faith or revenge.

Barnard also speaks about the following four general incentives:

1. Associated attractiveness based upon compatibility with associates;
2. The adaptation of working conditions to habitual methods and attitudes;
3. The opportunity for the feeling of enlarged participation in the course of events; and
4. The condition of communing with others - opportunity for comradeship and mutual support.

He feels that economic rewards are ineffective beyond the subsistence level. In his opinion the inducements cannot be applied mechanically and their proportion depends on particular situations, times

Check Your Progress
2. Define an organization.

and individuals. The executives should handle the arrangement of incentives effectively for which experience and imagination are required.

7.3. Formal Organizations

Barnard defines a formal organization as system of consciously co–ordinated activities or forces of two or more persons. An organization comes into existence or exits when the following three conditions are present:

Willingness to Co-operate

The willingness among the individuals in an organization to co – operate with each other is absolutely necessary. Two factors motivate the members of an organization to co – operate the individual must surrender his personal act as a contribution to the impersonal system of act. In other words, it means surrender of personal conduct and depersonalization of personal action, incentives to co – operate in the form of inducements given to him by the organization.

Common Purpose

A common purpose or objective in another important factor required for the existence of an organization. Purpose provides direction for effort. Purpose need not be specific; sometimes it can be inferred. People tend to co – operate if the purpose is acceptable to them.

Communication

The common purpose must be known to every one in the organization. This is possible only through communication. Communication is a dynamic process which translates purpose into action. The methods of communication may be verbal or written or observational.

7.4. Informal Organizations

Barnard also speaks about informal organization. Apart from organization there exists an informal organization. The informal organization comes into existence alongside of the formal organization. It deals with relationship and communication that the formal structure is unable to handle effectively. Barnard described informal organization as the aggregate of personal contacts and interactions and the associated grouping of people. The informal organizations have a serious impact on the members of the formal organization. As a result of this there is a continuous interaction between the formal and informal organizations. According to Barnard, the informal organization performs certain vital functions for the existence of formal organization. These functions refer to communication, maintenance of cohesiveness through regulating the willingness to learn and the ability of the authority and maintenance of the feeling of personal integrity, self – respect and independent choices.

> **Check Your Progress**
> 3. Give me advantage of informal organization.

7.5. Theory of Authority

Bernard defines authority as "the character of a communication (order) in a formal organization by virtue of which it is accepted by a member

of the organization as governing his actions". Individuals in the organization accept authority only when the following four conditions exist:

1. Communication should be intelligible enough to be understood If communications are not intelligible, considerable time will be lost in interpretations and reinterpretations of orders;
2. The communication should be consistent with purpose of the organization. Orders will not be obeyed if there is conflict between the orders and purpose of organization;
3. Communications which are detrimental to personal interests of the individuals will not have acceptability; and
4. Orders or communications are likely to be obeyed if they are beyond the physical and mental capacity of the individuals to obey.

From what has been said above it may be understood that authority is determined by the subordinate individuals. The acceptance of authority depends upon the zone of indifference. For each individual, there is a certain area within which he accepts authority willingly. This area is determined by experienced executives who give only those orders which are easily obeyed. However, the people working in an organization will generally grant much greater authority outside the usual zone of indifference to those who have ability, knowledge and understanding.

7.6. Bases of Responsibility

He defines responsibility as the power of a particular private code of morals to control the conduct of the individual in the presence of strong contrary desires or impulses. Responsibility is not determined by anyone single code, but by a complex set of many codes – moral, legal, technical, professional etc., and so it is difficult for a man to be responsible with respect to all them. Secondly, these codes are less effective because of external sanctions. Since the conduct of the individuals is governed by many private codes, conflicts are likely to arise and affect the organization in the following ways:

1. Action may be paralyzed, tension and frustration will result, decision - making may be chocked and confidence will be lost.
2. Obedience to one code and violation of another code will lead to a feeling of guilt, discomfort, dissatisfaction and loss of self – respect.
3. The non – conformance of one code may lead to its destruction, unless the external forces are strong enough to keep it alive.

7.7. Functions of the Executive

The executive in an organization performs various functions necessary to ensure co – ordination of the co – operative system. Barnard classified the functions of the executive into:

1. Maintaining communication in the organization;
2. Obtaining essential services from subordinates; and

Check Your Progress
4. What according to Barnard is authority?

3. Formulating purposes and objectives at all levels.

These functions can be elaborated as follows:

Maintaining Communication in the Organization

This function has three important phases. They are:

1. Defining the scheme of organization or defining the organization positions;
2. Maintaining a personnel system; and
3. Securing an informal organization.

The scheme of organization deals with the organizational charts, specification of duties and division of labour. It also represents securing the co – ordination of work by dividing the purpose into subsidiary purposes, specialization and tasks. It is also related to the kind and quality of services of the personnel that can be secured and the quantity of persons that can be brought under a co – operative system. The inducements that are to be offered are also relevant. The defining the scheme of organization includes the selection of men and the offering of incentives; techniques of control through promotions, demotions and dismissal. Barnard recognizes the importance of informal organization also. He says that the executives must always try to avoid orders which are clearly unacceptable and should deal with such situations through informal means.

Obtaining Essential Services from Subordinates

This is a task which involves two acts:

1. Bringing of persons into co – operative relationship with the organization; and
2. Eliciting of services after they have been brought into that relationship.

These are achieved by maintaining morale and by providing incentives, deterrents, supervision, control, education and training.

Formulating Purposes and Objectives at all Levels

This is a widely distributed function. The executive is concerned only with general part of it. To perform this function the executive requires sensitive systems of communication, imagination, experience and interpretation. The managers should have the capacity to bind the wills of men for the accomplishment of purpose of the organization.

7.8. Evaluation

Barnard's 'The Functions of the Executive' is his greatest contribution. But it has been criticized on the ground of being too abstract that it lacks the basis of practical examples. Barnard accepts this criticism and defends his work by saying that certain amount of abstraction is inevitable while theorizing.

Even though Barnard considers purpose as central to the co–operative effort, critics feel that he has not given full attention to the process

of formulation. His acceptance theory of authority is criticized on the ground that participation of individuals in the integration of conflicting alternatives is sidetracked and the individual's choice of acceptance or rejection is given greater importance.

Despite these criticisms, Barnard's emphasis on co – operation as a basic necessity of human life and as the cause of human development is laudable. His attempts to stress the importance of communication responsibilities of the executives, to highlight the role of the executives, to develop an incentive systems and to explain the zone of indifference have lasting value for those who study or practice administration. The administrative ideas of Barnard has high degree of relevance even today because they are the combination of intellect and experience and are the outcome of rational analysis of reality. He has profoundly influenced the empirical and historical studies of organization in modern times.

7.9. Sum Up

Barnard says that an organization must be both effective and efficient. He feels that economic rewards are ineffective beyond the subsistence level.

Distinguishing between formal and informal organizations Barnard says the informal organization performs functions like communication, maintenance of cohesiveness through regulating the willingness to learn and the ability of the authority and maintenance of the feeling of integrity self - respect and independent choices.

Barnard's theory of Authority highlights the fact that authority is determined by the subordinates. The acceptance of authority depends upon the zone of indifference.

An outstanding contribution of Barnard is his ideas on the functions of the Executive. He has classified the functions of the Executive into:

1. Maintaining communication in the organizations;
2. Obtaining essential services from subordinates; and
3. Formulating purposes and objectives at all levels.

7.10. Key Words

1. Organization .. A system of consciously co-ordinated activities of two or more persons.
2. Authority .. The character of a communication in an organization.
3. Responsibility .. Power of a particular code of morals to control the conduct.
4. Executive .. One who holds power and authority to ensure cooperation and co-ordination.

7.11. Answers For CYP Questions

For		
	Question Number 1..	Refer Section 7.1
	Question Number 2..	Refer Section 7.2
	Question Number 3..	Refer Section 7.4
	Question Number 4..	Refer Section 7.5

7.12. Model Questions

1. Lay down the conditions for the individuals to accept authority.
2. Bring out the features of the informal organizations.
3. Explain the bases of responsibility.
4. Discuss the functions of the Executive.
5. Who is an executive?

UNIT - 8
HERBERT SIMON

Objectives

By studying this unit, the students will:

- ❖ Understand the decision - making concept of Simon;
- ❖ Analyze how decisions are made more effective; and
- ❖ Take decisions independently.

Unit Structure

8.1. Herbert A. Simon

Herbert Simon was born in 1916 in Wisconsin. He received his in political science from the University of Chicago. Starting his ca municipal Government, he served with great distinction in va capacities and organization as an academic and as a consultan principal publications are Administrative Behaviour (1947); Fundan Research in Administration (1953); Organization (1958); The New Sc of Management Decision (1960); Shape of Automation (1960); Scien the Artificial (1969) and Human Problem Solving (1972). In recogniti his outstanding contribution in analyzing the decision – making pro he was awarded the Nobel Prize in 1978. He was a visiting Profess several universities. He is one of the outstanding pioneers in psycholo research.

8.2. Simon's Attack on 'Proverbs' of Administration

Simon attacked the principles of administration develope classical theorists on the ground that there was a wide gap between t prescribed principles and their effective practice. He rejected them as m proverbs.

His objections to these principles are given below:

1. According to the classical theorists, efficiency is supposed increase with an increase in specialization. But Simon poin out that specialization is not a condition of efficient administrat Specialization means different people doing different things. T real problem of administration is not specialization, but specializ in a particular manner and direction that may lead administrative efficiency. Simon is of the view that administrat

> **Check Your Progress**
> 1. Write the limitation of unit of command.

efficiency can only be increased by a specialization of the task among the group in the direction that will lead to greater efficiency.

2. The second principle attacked by Simon is the principle of unity of command. According to him, the main limitation of this principle is that it is against the principle of specialization. Under the principle of specialization subordinates have to accept orders not only from their superiors but also from all kinds of specialists. In such a situation unity of command does not exist.
3. The third principle attacked by Simon is the principle of span of control. His observation is that limiting the number of subordinates reporting directly to one superior can in a large organization, cause excessive red tape.
4. The bases of organization, namely, purpose, process, place and people were also not acceptable to Simon. He observed that it is not consistent with the principle of specialization. Further, the difference between one basis and another is negligible or the terms are confusing with each other. A purpose is achieved through a process. If it is so, there cannot be much difference between the two terms. His observation is that one cannot be scarified for the other.

8.3. Decision - Making

Simon observes that decision - making is the core of administration as it is made at all levels of the organization. The task of decision – making pervades the entire administrative organization. Rational decision – making process is the ideal one. But many non – rational factors are found in the organization. Therefore, all efforts are to be directed towards maximizing rationality in decision - making. Decision – making involves the execution of decisions in which even a person working at the lowest levels of hierarchy has an essential role to play in the accomplishment of the organization's objectives.

Any rational decision is a conclusion reached from certain premises. These premises are values and facts. If these values and facts are specified, the behaviour of the persons who take decision on the basis of these value and facts can be controlled. If the value premises and facts premises are clearly specified the control that is exercised over the decision – maker will be complete. If the premises are left to the discretion of the decision – maker without clear specifications then, the control exercised over him will be only partial.

Simon makes a difference between permitting a discretion based on value premises and a discretion based on factual premises. The discretion permitted on factual premises can be evaluated as correct or incorrect. But the discretion permitted on the basis of value premises

cannot be evaluated as correct or incorrect in empirical sense. It is mainly because there is no universally accepted criterion to judge the discretion on the value premises as correct or incorrect.

Since factual and value considerations are present in decision - making, it is not possible to evaluate the decision of an administrator scientifically. The process of decision – making can be sub divided into two phases. They are:

1. Developing a system of values and appraising their relative merits and demerits; and
2. Making a comparison of the possible lines of actions in terms of the values system.

The first phase involves both ethical and factual considerations but the second phase involves only factual considerations. The distinction between value premises and factual premises has a bearing on the distinction between policy and administration. Simon is for separating the former from the latter observes that a science of administration can only be based on facts.

Simon is interested in analyzing how decisions are made more effective. He identifies three stages in the process of scientific process of decision – making. These three stages are described below:

1. **The Intelligence Activity:** This refers to identifying occasions calling for a decision. For identifying the occasions that require decisions one will have to survey the economic, social, political and technical environment. Adequate data will be required for this purpose.
2. **The Design Activity:** This refers to selecting a particular course of action from among the several available courses of action.
3. **The Choice Activity:** This refers to selecting a particular course of action from among the several available courses of action.

Not only these three stages are involved in decision – making. According to Simon, the execution of decision is also a part of the decision – making process. It is because the one who executes the decision faces a new set of problems in carrying out a particular decision.

Simon holds the view that a decision maker should design the environment in such away that individual will approach rationality as close as practicable in his decisions. Because there are several non – rational factors influencing decision – making in every organization. The non - rational, emotional and unconscious elements in man's thinking and behaviour affect the objectivity dimension of a decision. As a result it is not possible to evaluate all alternatives in an objective manner. Therefore, decision – making ought to look for course of action that is satisfactory or "good enough".

Check Your Progress
2. What is a rational decision?
3. Give the meaning of design activity.

Simon makes a distinction between programmed decisions and non – programmed decisions. Programmed decisions are repetitive, routine and a definite procedure has been evolved to deal with them. Non – programmed decisions are those which are novel and unstructured. There exist no known methods of handling them in an optimum manner. This may be because a similar case has not occurred before, because it may be particularly difficult case. Simon is interested in using computer programmes for non - programmed problem solving. He says that the same process can be applied to the sphere of administrative decision –making.

Simon says that the decision – making criterion must be efficiency. His criterion of efficiency refers to the choice of alternative which produces the largest results for the given applications of resources. The use of his efficiency criterion is limited by two conditions in public administration. The first condition is that the human and the material resources that an administrator proposes to employ must be scarce, i.e., the resources available for one programme will not be available for another. This is known as opportunity cost. The second condition is that the administrator should be neutral in the use of resources so long as he achieves greatest result, but any bias to - wards certain ways of doing things as contrasted to others will interfere with the efficiency criterion. He contends that his efficiency criterion is applicable largely to low level decisions.

Simon in his decision making analysis makes a distinction between the decision to participate and the decision to produce. In deciding to participate, a participant is guided by personal considerations and once his decision is made, personal goals become subordinate to the goals of the organization. High morale develops whenever influence creates such an atmosphere in which employees are willing to participate in truly active way and are ready to devote their full energies to the tasks of the organization. Simon also makes a distinction between internal and external influences on a decision maker. Internal influence identifies the individual with the organization. It refers to the employee's attitude, habits, his personal background, which lead him to reach the desired decisions. The external influences refer to authority, communication, training and advice.

Simon's ultimate desire is that rationality should be achieved in decision – making so that decisions made in public administration will be objective and efficient.

8.4. Evaluation

Simon's critics contend that although the decision – making process is an important variable in the organizational situation, it alone is not adequate to explain the totality of the organizational picture. To them, decision – making is a process involving the emotional or expressive as well as rational or instrumental dimensions.

Critics equate Simon's concept of efficiency with economy and contend that it leads to a mechanical aspect of administration and to an inconsistent relationship between means and ends. They say that efficiency cannot be the only goal of administration.

In spite of the criticisms leveled against Simon's theory, his contribution is undoubtedly a major breakthrough in the evolution of administrative theory. It is no exaggeration to say that his stress on the use of behavioural approach with particular emphasis on the decision – making scheme has paved the way for a new learning process in public Administration.

8.5. Sum Up

Simon rejects the principles of administration developed by classical theorists on the ground that there was a wide gap between these prescribed principles and their effective practice.

For Simon decision - making is the core of administration. Since non-rational factors are also involved in the organization, all efforts, are to be directed towards maximizing rationality in decision-making. His ultimate intention is that rationality should be achieved in decision - making so that decisions made in public administration will be objective and efficient.

Simon's decision - making framework is criticized that it lacks substance since the emotional or expressive dimensions are not included/ considered. Nevertheless, Simon's contribution is considered as a major breakthrough in administrative theory.

8.6. Key Words

1.	Decision making	..	Choosing the best course of action from among the different courses of action available.
2.	Rational decision	..	A conclusion reached from certain premises - (Values and facts)

8.7. Answers For CYP Questions

For	Question Number 1..	Refer Section 8.2
	Question Number 2..	Refer Section 8.3
	Question Number 3..	Refer Section 8.3

8.8. Model Questions

1. Why is efficiency the criterion for decision - making?
2. Explain the three stages in scientific decision – making.
3. Explain Simon's attack on proverbs of administration.
4. Evaluate Simon's decision making frame work.

UNIT - 9
PETER DRUCKER

ctives

By studying this unit, the students will:

Know the nature and tasks of management;

Understand what is management by objectives; and

Analyze and identity the most important works of the manager.

Structure

Peter Drucker

Peter Drucker was born in Austria in 1909. His popular works are, ractice of management"; "The New society"; "The Effective Executive"; Business"; "Managing for Results and Management Tasks"; nsibilities and Practices", etc., He was a management consultant great writer. He is known in management world as an author of ement by Objectives.

Nature of Management

According to Peter Drucker, Management has following features:

Management is the organ of leadership, direction and discipline in our social institutions, and especially in business enterprise, Management has to give direction to the institution, has to manage it, think through it, and contribute to it. Management is indeed 'entrepreneur' and responsible for directing vision and resources toward greatest result and contributions. In performing these essential functions, management everywhere faces the same problems. It has to organize work for productivity and lead the worker towards achievement.

Management is a practice. Managers practice management. They do not practice quantification. They do not practice behavioural science. These are only tools for the manager. A manager practices management just as a lawyer practices law or a physician practices medicine. In management it is not knowledge but it is practice that counts.

Check Your Progress

1. What is Peter Drucker known for?
2. Define Management.

9.3. Tasks of Management

Drucker speaks of three tasks of management. According to hi management has to perform the following three tasks in order to lead t institution towards the achievement of its goals.

1. An institution exists for a specific purpose. The first task management is to make the institution perform its specific purpo For instance, a business enterprise has the specific purpose supplying goods and services desired by the consumer at a pr the consumer is willing to pay. Management is concerned w this specific purpose.
2. The second task of management is to make work productive. make work productive factors like personality, citizensh participation and satisfaction are to be given due consideratio
3. The third task of management is managing the social impact a the social responsibilities of the enterprise. No institution exi by itself nor is in end itself. Every institution exists for the sake the society. Therefore, the management has to take care of t impact of a particular institution on society and its responsibil to the society.

Peter Drucker speaks of two dimensions of task managemen economic dimension and time dimension. In business organizations t managers should judge everything in terms of economic performance. T time dimension is present in all decision – making systems. T management has always to think of the impact a decision has on t present, the short term future and the long – term future. This is, of cour tied in with the economic aspect. Taken together, it means that manag are evaluated in terms of their economic performance in the present, the short term and in the long term.

9.4. Management by Objectives

Efficient management always involves an act of balancing t different possible objectives. Objectives in a business enterprise enal management to explain, predict and control activities. A single object like profit maximization cannot do this job effectively. Therefore, Druck lays much emphasis on management by objectives. Management objectives enable the manage to explain the whole range of busine phenomena in a small number of general statements. Further, it helps t testing of statements in actual experience and it helps improving t performance in future as a result of the analysis of the past experienc This is because objectives force one to plan in detail what the busine must aim at and to work out ways of effectively achieving these aims.

Management by objectives rests on a concept of the job management. It rests on analysis of the specific needs of the manageme

Check Your Progress

3. Write any one tasks of management.
4. What is the most significant contribution of Peter Drucker?

group and the obstacles it faces. It rests on a concept of a human action, behaviour and motivation. Finally, it is applicable to every manager, whatever his level and function, to any organization whether large or small. It ensures performance by converting needs into goals. The manager has to understand what he expects of his subordinates and as such the subordinate needs to be able to know how much work they are accountable for. So, right from top to bottom, the organization needs clearly spelt out objectives. If objectives are clearly spelt out, it will be known who will be accountable for what work. Thus management by objectives facilitates group efforts and ensures co – ordination of such efforts towards the achievements of the ultimate goal of the organization.

Management by objectives enables organization to develop its management capability. Each manager arrives at a set of realistic objectives for the unit he controls and for himself. This helps him to know about his performance so that he can correct himself if necessary. It enables an executive to be more effective. The regular review of objectives and performance enable the manager to know where his most effective contribution is made, how it is made. This feedback increases his motivation and develops his commitment to the work and to the organization.

9.5. Works of the Manager

Drucker has analyzed the work of the manager and identified the following as the most important works of the manager.

1. A manager sets objectives: He determines what the objectives should be and determines goals in each area of the objectives. He decides what has to be done to read objectives. He makes the objectives effective by communicating them to the people whose performance is needed to attain them. But there are a few problems in this. Setting objectives, for instance, is a problem of balances: a balance between business results and the realization of the principles one believes in; a balance between the immediate needs of the business and those of future; a balance between desirable ends and available means. Setting objectives clearly requires analytical and synthesizing ability.
2. A manager organizes: He analyses the activities, decisions and relations needed. He classifies the work, divides it into manageable activities and further divides them into manageable jobs. He groups these units and jobs into an organization structure. He selects people for the management of these units and for the jobs to be done. For this analytical ability and integrity are required.
3. A manager motivates and communicates: He makes the people responsible for various jobs. He does this through his own relation with the works. He does this also through constant communication

with his subordinates and his superiors. The skill needed fc motivating is primarily social.

4. A manager establishes yardsticks and measures performance c every one in the organization: He analyses, appraises and interpret performance; communicates the meaning of the measurement and their findings to his subordinates, to his superiors and to hi colleagues. Measuring performance also requires analytical ability Measurement ought to be used for making self – control possibl rather than abusing it to control people.
5. A manager develops people including himself: He enables peopl to improve their skills and increase their ability in worl performance. This he does by giving them adequate exposure ir the various activities of the organization and also through effective communication of knowledge. Not only he develops others bu also develops himself by sharpening his intelligence and acquiring more information through self – learning.

9.6. Evaluation

Management thinking is as old as management. But managemen ideas have got a concrete shape particularly after the advent of scientific management. Peter Drucker's contribution to the development of the science of management is significant to the extent it has created a powerfu impact on the practice of management. "The tasks of Manager" and "The Management By Objectives" of Peter Drucker are great contributions eve made to the management discipline. The ideas of management put forward by Drucker have universal applicability.

9.7. Sum Up

Peter Drucker says that management is the organ of leadership, direction and discipline. It is a practice. Management performs three tasks:

1. It makes the institution perform its specific purpose;
2. It makes work productive; and
3. It manages the social impact and the social responsibilities of the enterprise.

Management by objectives is an important contribution of Peter Drucker. Efficient management always involves an act of balancing the different possible objectives. Objectives in a business enterprise enable management to explain, predict and control activities. A single objective like project maximization cannot do this job effectively. Therefore, management by objectives is thought of. Further, Drucker points out that the most important works of the manager are:

1. A manager sets objectives;
2. He organizes;
3. He motivates and communicates;

4. He establishes yardsticks and measures performance of everyone in the organization; and
5. He develops people including himself.

9.8. Key Words

1.	Management	..	Art of providing leadership, direction and discipline.
2.	Objectives	..	Ends in view which are more specific.
3.	Tasks	..	General and specific management responsibilities associated with goal achievement.
4.	Works	..	Role oriented assignments of a manager.

9.9. Answers for CYP Questions

For	Question Number 1..	Refer Section 9.1
	Question Number 2..	Refer Section 9.2
	Question Number 3..	Refer Section 9.3
	Question Number 4..	Refer Section 9.4

9.10. Model Questions

1. Bring out the features of management.
2. Discuss the tasks of management.
3. Explain the works of a manager.
4. Evaluate Drucker's concept of management by objectives.

UNIT - 10
F.W. RIGGS

Objectives

By studying this unit, the students will:

- Understand the basic concepts of Riggs such as development;
- Know about the typologies developed by Riggs; and
- Evaluate the different social systems

Unit Structure

10.1. F.W. Riggs

Fred W. Riggs was born in China in 1917. He received his doctorate in political science from Columbia University in 1948. He served as a research associate of the Foreign Policy Association during 1948-51, as an assistant to the Director of the Public Administration Clearing House in New York between 1951-1955 and as a member of the Department of Government Indiana University between 1956-67 he was a professor of political science at the University of Hawai. He was also a senior specialist at the East West Centre, University of Hawai, and a fellow of the Centre for Advanced Study in the Behavioural Sciences, Stanford He was also first Chairman of the comparative administration group.Riggs has published number of books and papers in the areas of comparative administration and development administration. He has used structural functional approach in developing his concepts of development. He has studied the difference in social, cultural, historical or political environment and their effect on administration. He has also studied as to how an administrative system affects the society of which it is a part.

10.2 Riggs' Ideas

Riggs has defined the concept of development, presented the typologies of the developing societies, namely, the agraria industria typology, and the 'fused-prismatic-diffracted' typology. They may the explained as follows:

10.3. Concept of Development

For Riggs, Development is a process of increasing au8tonomy discretion) of social systems, made possible by rising levels of diffraction.Differentiation leads to a key problem of effecting integration. The necessity of integration arises in development administration because there are a variety of specialized roles which may lead to confusion and chaos unless they are carefully co-ordinated with each other. Besides there must be a mechanism to co-ordinate the various kinds of specialized roles integration of the specialized roles can lead to development, Riggs is of the opinion that no state can truly be called developed even though from the prevailing viewpoint it may be considered as already developed even though from the prevailing viewpoint it may be considered as already developed. He contends that the more differentiated and integrated a society, the higher the level of development that it can attain and more capable it becomes of making implementing decisions which involve effective control over its environment. Riggs views development administration as a goal-oriented administration – an administration which is engaged in the task of achieving progressive political, economic and social goals. He presents in this context his idea of administrative development which refers to the increase in the capabilities of an administrative system to achieve the prescribed goals.

10.4. Riggs' Typologies

10.4.1. The Agraria – Industria Typology

The Agraria – Industria Typology is the first typology constructed by Riggs to study the administrative systems in a comparative context. In this he has differentiated two types of societies where industrial institutions dominated. He has identified the following structural features of agrarian societies;

1. There is a dominance of ascriptive, particular and diffuse patterns.
2. The local groups are stable and there is very limited spatial mobility.
3. Occupational differences are very simple and stable.

There exists a differential stratification system of diffuse impact. He has identified the following characteristics in the industrial society.

1. There is dominance of universal, specific and achievement norms.
2. The degree of social mobility is higher.
3. Occupational system is well-defined and cut of from other social structures.

Check Your Progress

1. Define the Concept of development administration.

4. There exists an egalitarian class system based on generalized patterns of occupational achievement.
5. Associates are also prevalent which are functionally specific and non-ascriptive in nature.

Riggs did not fail to realise the limitations in the agraria industria typology. These limitations are presented below:

1. Agraria-industria typology was not helpful in studying the transitional societies, ie., Those societies which were moving from the agrarian stage towards the industrial stage.
2. The system did not provide sufficient mechanisms to analyse mixed societies since modern industrial societies always have some agrarian features.
3. The typology assumed a uni-directional movement from the agraria to the industrial
4. The model gave little emphasis to the analysis of the administrative system. The major stress was on the environment of the administrative system.

Owing to the limitations mentioned above Riggs abandoned this typology and came out with a new typology called "fused-prismatic-diffracted" societies which is an improvement over the "agraria-industria "typology, let us see it below.

10.4.2. Fused-Prismatic-Diffracted Typology

This typology is based on the structural-functional approach, which studies on the basis of functional differentiation of various social structures. According to him, fused society refers to a society whose social structure is functionally diffuse (structure with almost no specialized roles). A diffracted society refers to a society which has highly functionally specific structures (those which carry out limited number of prescribed functions on account of their specific structures (those which carry out limited number of prescribed functions on account of their specialized character). The society that exists in between the two types (fused and diffracted) is prismatic society. He calls this society as prismatic-sala model. The prismatic society or the prismatic-sala model is characterized by three features, namely Formalism; Overlapping; and Heterogeneity. Of the three types of society it is the prismatic society which has attracted the attention of Riggs He got interested in understanding the social structures of the prismatic society and their interactions with the administrative sub system in a society. He explains the features of the prismatic society as given below:

Check Your Progress
2. Name Rigg's Typologies.

10.4.3. Formalism

In a prismatic society there exists a great discrepancy between the formally prescribed norms and their practices Although public officials

insist on following some of the rules and laws, yet their official behaviour does not correspond to legal status. Due to the formal behaviour of the officials, corruption becomes a natural phenomenon. Formal reforms in administrative institutions have only a superficial impact on a prismatic society. Therefore, in order to bring institutional changes in administration, public officials should be trained and an attitude of developing realism should be created.

10.4.4. Heterogeneity

Heterogeneity means that different kinds of system practices and opinions are present in a prismatic society. Social change in this society is incomplete because there is a presence of fused as well as diffracted traits. The sophisticated intellectual class, western type of offices and modern administrative features are seen in the urban areas. At the same time traditional systems and traditional outlook are found in the rural areas.

10.4.5. Overlapping

It refers to the co-existence of formally differentiated structures of a fused society. Although new structures prevail in the society yet the old structures still function in the social system. It is the old structures which have full recognition. Only lip service is paid to the new structures. The old values and practices have more respect than the new values and practices.

Nepotism and Polly-communalism are the two important dimensions of the overlapping features. Nepotism explains that in a prismatic society family loyalty and kinship are given prime importance in recruitment to the administrative class. Whereas in a diffracted society family loyalties are completely divorced from official behaviour. There is no regard for universal norms in administrative laws.

Poly-communalism refers to a plural society where several ethnic, religious and racial groups exist simultaneously. These groups in a prismatic society are mobilized for mass communism, without becoming fully assimilated with the elite. Poly – communalism is also known as elects. The Government officials administer laws impartially among all the citizens but in practice they discriminate between the members of their own community and others.

10.5. Administrative Sub-System of a Prismatic Society – Sala Model

Prismatic society is characterized by various economic, political, and administrative sub-systems. The administrative sub system, in the words of Riggs, is sala model. In the sala model family welfare, nepotism and favouratism play a very important role in the appointments to various administrative positions and in performing administrative functions The Officers give priority to personal aggrandizement than to social welfare.

Check Your Progress

3. What i formalism?

Their behaviour and performance are influenced and governed by parochialism. Because of this the rules and regulations are not made universally applicable. A few people get more benefits from the Governmental programmes ignoring the interests of a large number of people.

A dominant minority community gains high proportion of representation in matters of recruitment. This leads to disappointment among the larger number of people. Though family, community and castes play decisive roles in a prismatic society, there is a simultaneous growth of new groups in the society. These groups are called as clects. The elects indulge in associational methods and do no regard universalistic norms.

Sala Officers enter the service through assessment of merit but in matters of promotion and career development merit is not considered. Though the Officers appear to be well behaved, in their day-to-day activities they flout norms that are inconvenient to them. The public also behave exactly like these Officers. They plead for strict observance of rules and regulations but when their personal issues are involved they would either try to break the rules or plead for exemption in their favour.

The bureaucrats dominate the politico-administrative system. The sala Officers laid a dominant role in decision-making process. Due to such concentration of powers in the hands of bureaucrats, there is lack of response to the people's needs and wishes, Riggs is of the opinion that the sala bureaucrat is more powerful but less effective as an administrator.

10.5.1. Prismatic Economy

The economic system of a prismatic society is termed as bazar canteen model. In this model of economy both the market factors of the diffracted society and the arena factors of the fused society play their role side by side. As a result, it become difficult to fix a common price for service or a commodity. The relationship between the public official and their clients is that of sellers and their buyers.

The prices charged for a public service vary according to the nature of relationship between a public servant and his client. Services are sold at a preferential rate to members of the dominant community or of inside clects. Conversely, services are sold at higher rates to outside clects or to the members of deviant and minority communities.

An official is placed in a salaried position without even performing any duties or performing only minimal duties. Officials are in the habit of receiving bribes and other favours from clientele groups. Those who are corrupt like this are in an advantageous position than others who are not in the habit of accepting bribes.

Since there is difficulty in determining a common price for a commodity or service, there is a greater scope for lot of bargaining in

Check Your Progress

4. Give the name of the economic system of a prismatic society.

financial dealings particularly in such areas as taxes, fees, rebates and bribes. The whole setup of financial administration is influenced by such practices, even the collection of Government revenues is affected adversely. This intern has its own evil effect upon the emoluments of the public officials. Low emoluments are the major cause for corruption and lack of integrity in public services.

Further, in a prismatic society the native businessmen lose interest and foreigners and the migrant minorities provide the capital and conduct business. They slowly extend their influence over political and administrative spheres. They tend to corrupt the political and administrative leaders to fulfill their personal goals.

10.5.2. The Problem of Change in a Prismatic Society

The pressure for change comes from both interest and external sources. If the pressure is external like the one by foreign technical assistance programme the change is called exogenous change. If the pressure is internal like the one by administrative reforms, the change is called endogenous change. If the pressure is both external and internal, then the change is termed as equi – genetic change. According to Riggs, greater formalism, heterogeneity and overlapping are likely to exist in an exo– prismatic society in comparism to an endo – prismatic one. Problems of formalism, heterogeneity and overlapping are faced by prismatic or traditional societies in their bid to absorb the change in shortest possible time.

Riggs considered differentiation and integration as the two chief factors in the process of development. Differentiation means existence of a situation in which every function has a corresponding specialized structure for its performance. Integration means a mechanism to tie together, to link – up to mesh, to co – ordinate the various kinds of specialized roles. If the society is highly differentiated and poorly integrated, it is prismatic. Diffraction leads to development. Higher the level of differentiation and integration, the greater the level of development and lower their level, lesser the development.

10.6. Evaluation

Riggs' contributions to the study of Comparative Public Administration and Development Administration are outstandingly great. Nevertheless, the critics have not failed to point out the limitations found in his theories. Hahn – Been Lee has pointed out that Rigg's model is only equilibrium model which will be useful only to preserve the system, but not to introduce any change in the system. Richard A. Chapman is of the opinion that though Riggs has adopted an interdisciplinary approach to analyze social systems, he has not fully worked out the implications of his theory for public administration. His contention is that Rigg's models lack

a measuring scale to identify the nature of the society, whether diffracted or prismatic. Another limitation pointed out by the critic is that Rigg's approach lacks international perspective to development.

R.C. Tilman criticizes the Riggs' model on the ground that Riggs has ignored the important role played by administration in bringing about social change. His prismatic model mainly describes developing societies but fails to explain the place of administration in society. The reason for this is that Riggs has failed to analyze the internal dynamics of society. (Internal dynamics means the distinction and relationships between the diffracted characters in a prismatic society). Arora feels that reasons for the existence of overlapping in diffracted society have not been fully analyzed. Probably the reasons for overlapping found in diffracted society would reveal the positive aspects of overlapping which perhaps would provide healthy competition among various administrative sub – systems. But Riggs has only highlighted the negative aspects of overlapping that exist in the prismatic society but has failed to see the bright side of overlapping that exists in the diffracted societies. Despite the criticisms leveled against his models, Riggs' contribution is rated as the most outstanding in the areas of Comparative Public Administration and Development Administration.

10.7. Sum Up

Riggs has defined 'development' as a process of increasing autonomy (discretion) of social systems, made possible by rising levels of diffraction. He views development administration as a goal – oriented administration.

He speaks about two typologies:

1. The Agraria - Industries Typology; and
2. Fused - Prismatic - Diffracted Typology.

The Agraria - Industrial society is characterized by higher degree of social mobility, specific achievement norms, well defined occupational norms, egalitarian class system. This typology is however having its own limitations therefore; he came out with a new typology called "fused - prismatic - diffracted" societies. This typology is based on the structural functional approach, which studies on the basis of functional differentiation of various social structures. In this typology there are three societies fused, prismatic and diffracted of the three the prismatic society, which is called prismatic sala model. This model of society which has attracted the attention of Riggs is characterized by three features:

1. Formalism,
2. Heterogeneity, and
3. Overlapping

The administrative sub-system of a prismatic sala model has certain interesting characters. In this system the administrative Officers flout rules

and show favours. A dominant minority community gains high proportion of representation in matters of recruitment. The bureaucrats dominate in decision making without response to the people's needs. The economic system of a prismatic society is termed as bazar canteen model. In this bazar canteen model, services are sold at a preferential rate to members of the dominant community and at a higher rate to the minority community. Differentiation and integration are the two factors of development for Riggs: Higher the level of differentiation and integration, the greater the level of development and lower their level, lesser the development.

10.8. Key Words

1.	Development Administration	..	Goal oriented Administration.
2.	Formalism	..	Discrepancy between norms and practice
3.	Heterogeneity	..	Presence of different kinds of system practices and opinions
4.	Overlapping	..	Co-existence of formally differentiated structures

10.9. Answers for CYP Questions

For	Question Number 1	..	Refer Section 10.3
	Question Number 2	..	Refer Section 10.4
	Question Number 3	..	Refer Section 10.4.3
	Question Number 4	..	Refer Section 10.5.1

10.10. Model Questions

1. Outline the limitations in the agraria - industrial typology.
2. Examine the economic system of a prismatic society.
3. Explain the features of a prismatic society.
4. Explain Rigg's contribution to Development Administration.
5. Where does the problem come from in a prismatic society?